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MEETING CHANGING OCCUPATIONAL NEEDS

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UNITED STATES DEPARTMENT OF LABOR
JAMES P. MITCHELL, Secretary
BUREAU OF EMPLOYMENT SECURITY • UNITED STATES EMPLOYMENT SERVICE
ROBERT C. GOODWIN, Director

In This Issue

SECRETARY of Labor Mitchell sets the stage for the theme of this issue by outlining nationwide skilled labor needs to 1965 and some of the steps we must take to meet them. p. 3.

OCCUPATIONS have changed greatly since the days before the industrial revolution, begins Louis Levine of the BES. And as the occupations change so do our needs for occupational information, if we are to be able to find the right man for the right job. Mr. Levine details the efforts of the Employment Service to keep its supply of such information as nearly complete and up to date as possible. p. 4.

How can we supply from within our own State the qualified workers we will need to continue the industrial growth we have enjoyed in the recent past? This question led the Industrial Development Committees in Phoenix and Tucson to ask the ASES for help in finding the answer. The surveys which followed in 1956 and the many uses being made of the data collected are told by James A. Rork of the Arizona agency. p. 9.

IF A local office is to operate effectively, it must have many types of occupational labor market information—and much of it should pertain to the *local* area, says Margaret Thal-Larsen of the San Francisco Area Office. In 1956, the Area Office, with the help of the local offices, began to develop local Occupational Guides. The results of the first year's work in this program have brought favorable reactions from many interested community groups. p. 13.

THE article by Louis Ludwig of the Chicago Professional, Sales, and Clerical Office concentrates on promotional techniques for finding scarce types of workers for employers on the one hand and jobs for workers in surplus occupations on the other. p. 17.

ABRAHAM STAHLER of the BES gazes into the labor force crystal ball to learn what the future holds for job seekers and for local offices which will serve them. With these visions in mind, he discusses the role of the counselor in the local office and the actions needed to enable those offices to carry out this role successfully. p. 20.

ONE way of meeting occupational needs is the uncovering of latent talent and the ES, through its counseling and testing program, can do much in this field. Bernice J. Kirk of the Washington agency gives actual case histories of hidden talent which the Seattle office has helped to reveal and develop. p. 23.

THE shortage of scientists and engineers which is evident today and expected to grow worse in the future is a *national* problem. But Dr. Howard L. Bevis of the President's Committee on Scientists and Engineers believes that the solution must be sought primarily at the *local* level. He tells of the work which the Committee, in cooperation with the BES and other government agencies and private groups, has undertaken in an effort to relieve the shortages. p. 26.

THE Arkansas SES is performing a valuable and sometimes neglected service in acting as the agent which brings together the employer in search of trained workers and the apprenticeship facilities which can help him get those workers. This step has been instrumental in helping the State attract new industries and expand older ones. Ben R. Worley of the State agency gives actual examples from four different areas of the State. p. 29.

CARL A. HEINZ of the BES describes the tools and techniques which have been and are being developed to help workers throughout the employment security system keep abreast of the many changes taking place in the Nation's occupational structure. p. 32.

How do the ES offices keep their occupational information current? The article by John L. McGoldrick and Henry S. D'Auria of the New Jersey agency and the one by Charles A. Davis of the Southern California Area Office tell about one important method (through Form ES–282) which brings information in the DOT up to date. pp. 36–40.

WHEN the Pennsylvania SES helped an employer overcome his turnover problem by the development and use of a new aptitude test battery, the effects were far reaching, says Edward J. Wagner of the State agency. p. 40.

ONE of the most interesting phases of the nationwide Operation Alert exercise held last summer was the initiating in a number of States of a theoretical Federal unemployment insurance program. Ray A. Torquato and James D. Mathias of the Pennsylvania agency describe how this program was "activated" in their State. p. 42.

"THE Defense Readiness Handbook," released by the Bureau of Employment Security just prior to Operation Alert 1957 (OPAL 57), was not intended to be a "be all and end all." Rather, it was intended to suggest broad guides for the employment security agency's planning for the immediate postattack period and for the role of employment security agencies as coordinators of civilian manpower for an extended war program. Highlights of the Handbook are covered by one of its authors, Lazard Seiff of the BES. p. 44.

WHEN the "chips are down"—in a simulated alert such as was held in mid-July or in the event of a real disaster—our very survival may depend on the close working relationship developed with other agencies in pre-emergency days. John E. Gross, BES regional director in Denver, tells the value of such contacts—in a somewhat unusual literary style. p. 46.

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At press time

Secretary Mitchell Urges "New Look" at Personnel

In a luncheon address to the Union League Club of New York, Secretary Mitchell spelled out the implications for employers in the growing shortage of skilled manpower.

Up to this time, the Secretary pointed out, the pinch and imbalance of curricula in our schools have been matched by inadequate training programs in industry and short-sighted employment policies that excluded from employment and from advanced training members of minority groups, women, and workers in older age brackets.

The Secretary urged employers to broaden their concept of the American worker and pointed out that they cannot expect that workers whose skills are inadequate today will wake up tomorrow morning with brand new abilities. Instead, the employer is going to have to look more deeply into his employees. Not efficiency alone but potential is the measurement of a man in this changing world, and many employers have in their plants right now a mine of latent talent waiting to be tapped. Developing this talent may cost money, the Secretary continued, but "progress always costs money and those who are unwilling to invest in the future are those who fail to survive the present.

"The implications are clear. Either we scrap outmoded personnel policies that frown upon selected groups like older workers and minority group workers, or we come up short of the workers we need when we need them most. Either we open our eyes and advance, or fall down blind.

"There was a time in this country, when you just had to hang a sign out: *Men Wanted*, and any man who applied who was honest, willing, and could be trained would do. So many of the jobs in modern industry, however, require so much more than that. They are complex operations that require intellectual as well as manual capability, and they presuppose a worker with a good grasp of basics like mathematics. Where is an employer to find such men? The answer is: He won't 'find' them at all. He will have to help create them, and he can do it in these ways:

"First, discard the antiquated notion that his responsibilities are co-extensive only with his physical plant. He can help improve community training facilities, offer special assistance to schools, take an active interest in vocational counseling, especially by cooperating with the United States Employment Service.

"Second, examine his personnel policies to eliminate built-in and wasteful prejudices against the older worker, the woman who wants to work, the minority worker, and the youthful worker. Half the 10 million increase in our labor force is going to be in women, let him remember, and the remainder in younger and older workers. Let his policies fit the facts of history.

"Third, he can test the personnel he has now to determine the maximum abilities they possess, in which direction their talents most naturally apply, and act on such knowledge by appropriate planning for in-the-plant training designed to upgrade his work force."

The Secretary concluded his remarks by reaffirming his belief that American industry will do its part to meet the challenge of creating an adequate skilled work force in this country. "When we understand what is happening," he said, "then we have a genuine basis for action, and the means of solution within our grasp."

Need for Teachers Remains Serious

Half of the young men and women who began teaching in the United States last year expect to stop teaching within 5 years, a nationwide sampling by the U. S. Office of Education has revealed. Thirty percent of those who were graduated in 1956 with qualifications to teach did not enter the teaching profession.

"In view of the serious teacher shortage, such a high rate of loss among younger teachers poses a serious problem," Commissioner of Education Lawrence G. Derthick said in commenting on the survey.

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"Some of the teachers who leave the profession will return to teaching, but that is only a partial solution. At the beginning of this school year, there was a shortage of approximately 135,000 qualified elementary and high school teachers, a fact that has serious implications for education of America's boys and girls."

Only 28 percent of the men teachers and 14 percent of the women teachers involved in the survey said they planned to make a life work of classroom teaching. Among the men, 49 percent said they planned to remain in the teaching profession but hoped to move on from classroom teaching to other positions, such as administration and supervision. Only 8 percent of the women indicated such plans.

★ ★ ★

For the 13th consecutive year, the Nation's total school and college enrollment increased in the 1957–58 school year, reaching a new all-time peak of approximately 43,135,000, according to Commissioner Derthick.

Enrollment, the Commissioner said, was about 1¾ million higher than the previous enrollment record set in 1956–57. One of every four persons in the United States is now attending school or college. Public and private school enrollment at the beginning of this school year showed over 30½ million in kindergarten through grade 8; nearly 8½ million in grades 9 through 12; and nearly 3½ million in colleges and universities.

About 55,000 more teachers were needed this year than last year. As schools opened this fall, the shortage of qualified elementary and high school teachers was greater than last year, despite the fact that 81,400 men and women entered the teaching profession for the first time.

New Civil Rights Commission

J. Ernest Wilkins, Assistant Secretary of Labor for International Labor Affairs, was named to the Civil Rights Commission formed by President Eisenhower on November 7.

The six-member Commission was created by the 1957 Civil Rights Act to make a 2-year investigation of alleged civil rights violations and an appraisal of civil rights legislation.

Members were drawn from the fields of law, education, and government. Former Supreme Court Justice Stanley F. Reed is the chairman.

To Review Financial Position of Social Security System

In compliance with last year's social security amendments, Marion B. Folsom, Secretary of Health, Education, and Welfare, recently announced appointment of a 12-man Advisory Council on Social Security Financing to review the long-range financial position of the social security system. The law provides that the Commissioner of Social Security in the Department of HEW serve as chairman of the council.

(Continued on page 22)

Employment Security Activities at a Glance, September 1957, United States and Territories

	Number or amount	Percentage change from	
		Previous month	Year ago
Employment Service—Total			
New applications	713, 200	+6	+17
Referrals:			
Agricultural	1, 036, 300	−15	−35
Nonagricultural	945, 100	+4	−4
Placements:			
Agricultural	1, 017, 100	−15	−36
Nonagricultural	561, 000	+5	−5
Men	324, 200	+6	−7
Women	236, 700	+3	−2
Handicapped	26, 800	+9	−2
Counseling interviews	111, 400	+7	+9
Individuals given tests	105, 000	+18	+1
Employer visits	142, 300	−4	−4
State Unemployment Insurance			
Initial claims, except transitional	1, 022, 600	+23	+36
Weeks of unemployment claimed	4, 772, 800	−5	+17
Weekly average insured unemployment [1]	1, 146, 500	+1	+18
Weeks compensated [2]	4, 095, 000	−9	+15
Weekly average beneficiaries [2]	975, 000	−4	+10
Average weekly benefit payment for total unemployment	$28. 60	+3	+3
Benefits paid	$110, 856, 600	−7	+19
Funds available as of September 30, 1957	$8, 752, 791, 200	0	+3
Veterans [3]			
Initial claims	23, 300	−21	−1
Weeks of unemployment claimed	176, 100	−12	−10
Weekly average insured unemployment	39, 100	−16	−12
Benefits paid	$3, 793, 000	−14	−16
New applications	157, 500	+4	+16
Referrals, nonagricultural	213, 900	+3	−11
Placements, nonagricultural	130, 800	+5	−11
Placements, handicapped	10, 700	+7	−5
Counseling interviews	24, 600	−3	−4
Unemployment Compensation for Federal Employees [4]			
Initial claims, including transitional	11, 800	+5	+60
Weeks of unemployment claimed	96, 100	−2	+44
Weekly average insured unemployment	22, 800	+2	+39
Benefits paid	$2, 468, 200	−2	+43

[1] *Data exclude territories.*

[2] *Includes data under UCFE program.*

[3] *The first 4 items relate to the program based on the Veterans' Readjustment Assistance Act of 1952. Data include 6,900 initial claims, 29,200 weeks claimed, and 7,000 insured unemployment for veterans filing to supplement State and/or UCFE benefits. Excluded are data for veterans filing to supplement railroad unemployment insurance benefits.*

[4] *Data include Federal employees filing jointly under State UI programs: 2,300 initial claims, 8,400 weeks claimed, 2,000 insured unemployment.*

Meeting Changing Occupational Needs . . .

THE American labor force is constantly in a state of change. In response to the pressures of technoiogical advance and to personal aspiration, workers are seeking new skills and modernizing old ones.

This is a good thing. It is good because it indicates the determination of the individual worker to move toward the fulfillment of his highest capabilities. And it is good because it is awakening the Nation to the urgent need to provide the individual worker with the training, the education, and the opportunity which his identity as a human being has always demanded—and upon which our continued progress as an industrial society now depends.

This quickening interest in the enlargement of the individual presents us with one of history's happiest paradoxes. At a time when automatic machines and mechanized techniques are coming into widespread use, the skill of the individual worker has more meaning and value than ever before.

Our need for trained and ingenious workers, each with his gifts at their fullest development, has increased in direct proportion to the ingenuity and complexity of our machines. Technology has not replaced people. It has placed an exclamation mark upon their individuality.

The demand for skilled workers has been outrunning the supply in recent years. Our industry is short of engineers, short of clerical help, short of managerial personnel, and short of craftsmen. The pinch gets tighter as the economy grows and as our national appetite for goods and services grows in billion-dollar gulps.

The U. S. Department of Labor's study of future manpower needs leaves little doubt that the full development of each individual has become necessary to the health and growth of the American economy. We've taken a look at the decade between 1955 and 1965, and come to these conclusions.

By 1965, the gross national product must increase by 40 percent—to $560 billion—in order to provide for a population that will exceed 193 million. To achieve such an increase in goods and services, we will need 10 million additional workers. Merely getting that many workers will not be difficult. They will come to us as a natural result of population growth.

But finding workers with the necessary skills to man industry which daily becomes more specialized and complex won't be such an easy matter. In fact, we will not "find" them at all. We will have to "make" them through training and education and foresight and planning. And the time to start is right now.

We already know that women who want to work, older workers, and youth under 25 will be our principal sources of workers in the years ahead. The supply of men in the prime working ages between 25 and 45 will not increase; the low birthrate of the depression years simply did not produce enough males for the booming industry of our prosperous, expansive times.

These changing balances of age and sex are matters of startling significance to a Nation which has traditionally sought the young male worker at the expense of all other groups. We are going to have to change our attitude toward the older worker, the woman who wants to work, the youthful worker, and the minority worker if we are going to succeed in our search for the quality skills necessary to achieve the economic growth which our technical accomplishments have made possible, and which our population growth has made necessary.

It would be comparatively easy to meet the problem if all we had to worry about were those 10 million workers who represent the net change in the size of the labor force between 1955 and 1965. After all, this change represents only one-eighth of the 1965 labor force. But our concern is not with a fraction of the labor force. It is with the opportunities, the capabilities, and the aspirations of all 80 million individuals who will be at work 8 years from now.

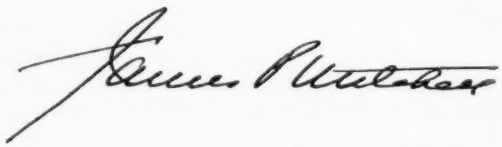
Let's consider the manner in which the labor force will grow in this decade—where those 80 million workers will come from.

Beginning with the 70 million persons who are in the labor force today, subtract 12 million workers who will die or retire between now and 1965 and add 22 million new workers—most of whom are now youngstèrs still in school—who will join the labor force between 1955 and 1965. The result is 80 million—58 million of whom are already in the labor force. That's a pretty big chunk of the total. It is, in fact, the most important part of the total.

These 58 million workers are an urgent reminder that our manpower development problem is not off somewhere in the mists of the future. The problem is with us today. And how well we succeed in solving the problem depends upon how much good will and good sense we are willing to apply now—immediately—to the magnification of opportunity and the broadening of training for everybody.

The employment security system has a big role to play in the solution to America's manpower problems. Working in communities across the Nation with industry, with labor, with other community forces, and with government agencies, the Employment Service must miss no opportunity to do a better job.

It must continue to encourage employers to accept applicants on the basis of individual ability to do the job—without regard to artificial barriers to employment based on age, sex, religion, or national origin. It must continue to cooperate in area skill surveys, which are the basis of better manpower utilization. It must use all the means at its disposal to carry out its traditional mission—finding the right job for every applicant. Its basic objective must be full utilization of our Nation's manpower.



Secretary of Labor

Occupations—KEY to the Labor Market

By **LOUIS LEVINE**
Assistant Director
Bureau of Employment Security

TODAY'S concept of occupations is a far cry from that which prevailed some years ago. Time was when the common term for occupations was "vocation" signifying that a man's work was his "calling." In an earlier day, it was usual for a man to follow in his father's footsteps. Economic life was more simple and the labor market more stable, with few occupations and relatively little occupational mobility.

The industrial revolution of the latter 18th century and the quickening pace of economic activity brought new and diversified industries. Technological changes involving novel methods of production brought with them a host of new occupations. In the 20th century, and especially since the close of World War II, the rate of economic change has been stepped up considerably. As a consequence, our highly complex industrial labor markets present many problems in making an occupational choice. Moreover, the problem of synchronizing the characteristics of the available labor supply with changing labor requirements have become more difficult.

In many ways an occupation is to the labor market what the atom is to the world of physics. The resolution of most labor market problems, whether they be employment or unemployment, labor turnover, training, or matching worker qualifications and employer hiring specifications, turns on a thorough understanding of occupations. From the earliest days, the United States Employment Service and the affiliated State employment services recognized the importance of occupational information in the performance of their responsibilities. Perhaps the best single evidence of this recognition is the DICTIONARY OF OCCUPATIONAL TITLES. It is significant that some of the most effective work in the field of occupational analysis, such as job descriptions and definitions, preparation of oral trade questions, and similar occupational work, was carried on during the depression years when the economy was most sluggish.

The preeminence of the employment service occupational work has been widely recognized both in this country and abroad. Despite the recent rapid expansion in economic activity and the major industrial transformation taking place in this country, we have not kept pace in the Dictionary itself with occupational changes.

Within the past decade it has become increasingly evident that the tremendous economic expansion and the accompanying technological changes have placed a premium on better understanding of occupations if we are to make the most effective use of our manpower resources. Occupational skill shortages have become more widespread. The vital role of scientists and engineers has been underscored everywhere. A whole new category of occupations, generally referred to as "technicians," has emerged.

Our Nation's education and training programs

Area occupational and job opportunity information is published in many forms. Examples from 17 different States are shown here.

have not advanced with the growing and changing manpower requirements which exist today and are likely to arise in the future. For this reason, the Department of Labor, under the leadership of Secretary Mitchell, has launched a program designed to create nationwide awareness of the importance of improving the skills of our manpower resources and of utilizing them more efficiently. Underlying this program is the recognition that the effectiveness of our manpower is crucial not only to economic wellbeing but, indeed, to our national security.

Significance of Recent Economic Changes

Heavy investment in new plant and equipment is one evidence of expanding and changing economic activity which brings in its wake many problems related to the composition of the labor force and occupational adjustment. We have only to think of the tremendous growth in the electronics industry and the petrochemical industry, the efforts to harness the atom to peacetime uses, the emergence of automation, and similar developments, to realize that new occupations are emerging and existing occupations are changing.

Business outlays for new plant and equipment rose from $5.5 billion in 1939 to $20.6 billion in 1950. Since then, such annual investments have risen steadily so that by 1955 they amounted to $28.7 billion and this year will approximate $37 billion. Some plant and equipment with considerable physical life left has become obsolete in the face of innovation. Frequently this has also spelled skill obsolescence.

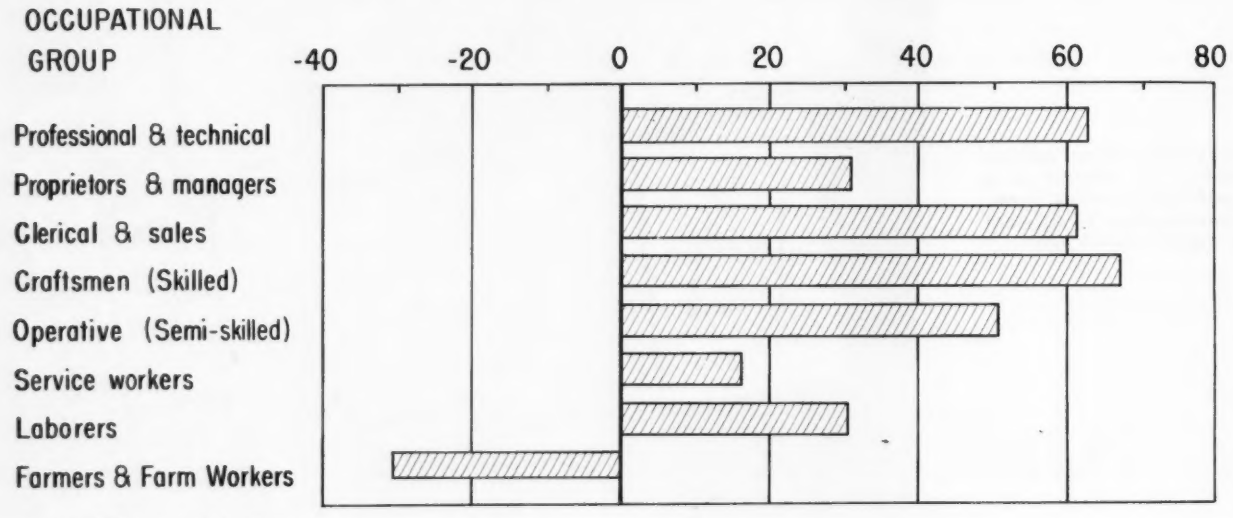
Increases in government and private industry expenditures for research and development show the growing importance which these activities have on new products, new methods of production, and new markets. In recent years the annual rate of investment for research and development has been rising rapidly—from $4.0 billion in 1953 to $6.5 billion in 1956—and is still increasing. In the early 1940's less than 2,000 companies operated research laboratories, compared with over 4,000 at the present time.

Research, population changes, the constantly rising standard of living, defense needs, and changing patterns of consumer demand have all combined to effect dramatic changes in the Nation's industrial structure and consequently in its occupational pattern. In 1955, for the first time in our history, more people were engaged in service-producing industries than in the goods-producing industries. Trade, service, and government have increased more rapidly than manufacturing and mining, while agriculture has continued to decline.

Nevertheless, some goods-producing activities have undergone phenomenal expansion. For example, employment in the manufacture of electronic devices, television, and other communication equipment went up 66 percent during the last 10 years (to 1956) compared with an increase of 19 percent for all indus-

EMPLOYMENT IN MAJOR OCCUPATIONAL GROUPS

Percent change, 1940-55



Source: U. S. Bureau of the Census.

tries. Aircraft, mainly because of defense needs, went up even more—241 percent. Just in the last 5 years, employment in the production of scientific instruments has jumped 72 percent.

Diverse industrial trends and continuing emphasis on research and technological progress have not only produced many basic changes in the occupational composition of our work force but have actually created hundreds of new occupations. State employment services, as they keep in close touch with the fast-moving changes in occupational labor markets, have been reporting new occupations to the Bureau at the rate of 400–600 a year. An outstanding feature of the new occupational profile of the American economy has been the sharp expansion in demand for professional, skilled, and clerical and sales personnel. Compared with an overall employment increase of 32 percent from 1940 to 1955, employment of professional, technical, and skilled workers rose by more than 60 percent.

There is every prospect of continued economic growth and pressure for more and more highly trained workers in the years ahead. The Department of Labor estimates that gross national product—the value of all goods and services—will rise from $440 billion this year to about $560 billion in 1965. Temporary periods of readjustment, such as we experienced in 1949 and 1954, may ease the demand in the short run, but there can be little doubt about the persistence of economic expansion in the long run. Skilled manpower cannot be produced overnight; it requires many years of training. As a Nation, we cannot afford to have our attention diverted from the continuing need for skill improvement by short-time economic readjustments.

Atomic energy, electronics, missiles, and satellites are only a few of the intriguing new products of scientific development requiring trained manpower for the years ahead. The specific elements of our vastly increased national output can, of course, not be forecast with any degree of reliance. We can be sure, however, that the growing complexity and variety of our economy will demand the fullest development of each person's occupational potential. For every 100 professional and technical workers employed in 1955, 137 will be needed in 1965; for every 100 skilled craftsmen, 124 will be needed.

Need for Current Occupational Information

If the Nation's skilled manpower requirements—current and anticipated—are to be met, we need to increase greatly our occupational knowledge. Viewed simply from the standpoint of local employment office operations, such information is badly needed. There is scarcely a transaction relating to the jobseeker or the prospective employer which does not in some way require more complete and current occupational facts.

The accurate definition of occupations is an essential beginning point in all occupational information. Only after we have an accurate definition are we able to properly establish an occupational classification

structure. In this sense, the DICTIONARY OF OCCUPATIONAL TITLES provides the basic framework for all occupational activity in the Federal-State employment security system. Under the most favorable conditions, keeping abreast of occupational change in a highly expanding and dynamic economy is difficult. Under the conditions which have confronted the employment security system in recent years, however, other handicaps have made the job almost impossible.

The progress which has been made since the last edition of the Dictionary was published in 1949 can be attributed in large measure to the cooperative efforts of the State employment security agencies. Clearly this work needs to be stepped up, and more staff resources must be directed to the revision and issuance of a Dictionary which adequately reflects the current occupational content and structure of American industry. At the same time the developmental work which has been under way on an improved occupational classification system, reflecting relationships between various skills and potentials for interchange of skills, must become a part of our day-to-day activities. The article on page 32 entitled "A Team Approach to Occupational Analysis" describes in some detail how the employment service is trying to keep up with changing occupations.

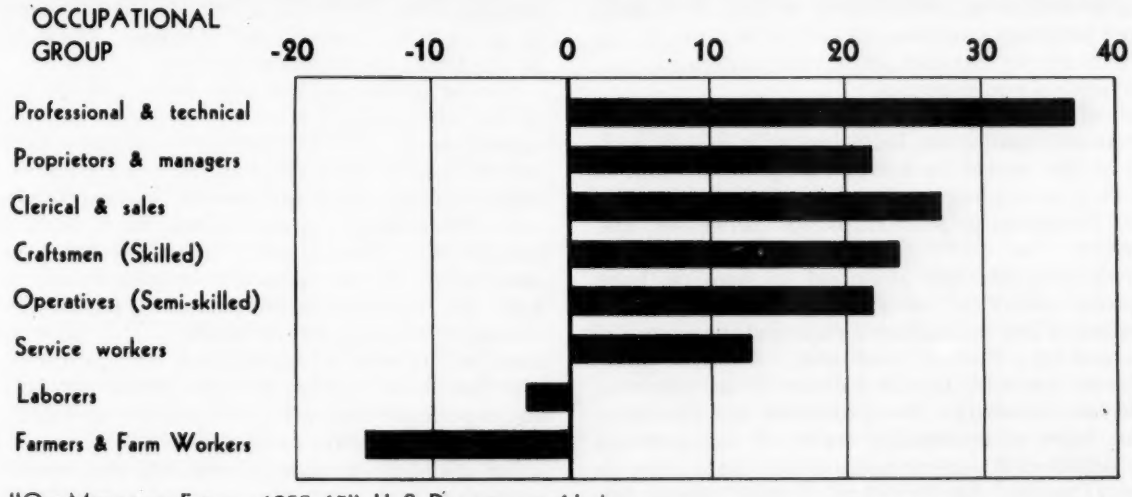
It is not enough to define jobs accurately, determine their skill content, and establish a sound occupational classification structure. Such information becomes meaningful to the jobseeker, to the new entrant to the labor market, and to those concerned with training activities, when, in addition, accurate current labor market information relating to these occupations is available. From the early days of local office operations, our interviewers, employer relations representatives, and many others in the local office, have accumulated a considerable body of economic knowledge relating to occupations. Unfortunately, however, this information has not always been adequately exploited. It has not been systematized and organized in a manner to make it most useful to personnel in the local office or to such groups as school counselors and personnel management in private industry.

Information on labor supply and labor requirements organized on an occupational basis, along with facts on employment continuity, earnings, and working conditions, can greatly influence an individual's occupational choice. At the same time, such information provides important guidelines to training agencies, to persons concerned with adjustments in school curricula, and to employers in pointing up the need for better utilization of the employed work force.

Perhaps the most useful end-products of occupational labor market information are *area skill surveys* and *occupational guides*. These results of the intensified cooperative research efforts in the past year or two in the Federal-State employment security system are an attempt to bring about better organization and dissemination of information regarding occupations in the labor market. Area skill surveys consist of analyses by occupation of the manpower requirements and resources of individual labor market areas. They involve the collection of information from employers on current employment by sex and future labor requirements.

Estimates of future labor needs generally look ahead 2 to 5 years. To assess future manpower resources by occupation and to stimulate needed in-plant training, the surveys also cover current employer training activities, including apprenticeship programs.

EMPLOYMENT IN MAJOR OCCUPATIONAL GROUPS
Percent change, 1955-65



Source: "Our Manpower Future—1955–65", U. S. Department of Labor.

Some of these surveys have been limited to locally important occupations; others have been concentrated on selected key industries in the community. In other instances, they may provide only current area employment classified by occupation and by sex. Particularly useful is information on the occupational composition of individual establishments and industries.

Area skill surveys are community projects involving the cooperation of local groups such as employer associations, labor unions, schools, civic organizations, and other government agencies both in the conduct of the surveys and in the application of their findings. The article on page 9 describes in detail the excellent community participation and the manner in which the survey findings of the Arizona agency have been acted upon.

Several Surveys Completed

Area skill surveys have been completed by 5 State agencies, and 17 other agencies have projects planned or in progress. While the problem of improving the skills of the work force is being met by many groups on a nationwide basis, specific action programs for meeting occupational needs can best be developed in local areas.

Among the earliest of these surveys was one conducted in York, by the Pennsylvania agency in cooperation with the Bureau of Employment Security and the Bureau of Apprenticeship. In this pilot study, many of the survey techniques since used in other areas were developed.

The Arizona agency has conducted area skill surveys covering all industries in Phoenix and Tucson and manufacturing and government research for the State as a whole. In St. Louis, the Missouri agency, in cooperation with Washington University, concentrated its study on skilled occupations in the metalworking industries. The Missouri and Kansas State agencies sponsored a completed survey of the demand and supply factors affecting scientists and engineers in greater Kansas City. The Oregon agency has developed indexes of current employment by occupation for several areas, which have proved very useful in school program planning, as well as in local offices. The Idaho agency has also prepared occupational profiles for several communities.

In all of the examples cited above, the usefulness of the survey results has been proved not only with respect to the needs for sound occupational data in local office counseling and placement activities, but also in community and employer programs and training.

Occupational guides are designed to provide basic information about the labor market aspects and the job content of key individual occupations or groups of occupations for a State or local area. About 30 State agencies are engaged in this activity or are planning to undertake it shortly. The California and Michigan agencies have a continuing series of occupational guides designed to cover occupations significant in their local areas. Another type of guide aimed primarily at counseling and vocational guidance for youth usually covers jobs requiring no more than a high school education. Perhaps the best-known publication of this type is the Bureau's JOB GUIDE FOR YOUNG WORKERS which is distributed to all local employment offices and high schools. The New York and Florida agencies have prepared guides of this type.

Putting Occupational Information to Work

Not only is the employment service well equipped from the standpoint of economy, efficiency, and day-to-day operations to collect and organize occupational information but it is also obligated in all its activities to make effective use of such information. The employment interviewer in the normal course of dealing with job applicants must of necessity elicit a vast amount of occupational information. This information, properly recorded and classified, is of major importance in assuring sound selection from the active file and referral in response to job orders. Similarly, the staff member who accepts an employer order must give particular attention to hiring specifications as they relate to a given occupation in order to assure that the employer's needs will be met.

It is an accepted principle in employment office practice that proper registration, selection, and referral related to employer hiring specifications is the most important means by which to reduce excessive and wasteful labor turnover. It is also the means by which worker dissastisfaction in the job is reduced to a minimum. The most effective utilization of manpower—assuring that a worker is employed at his highest skill—turns on proper use of occupational information.

We somehow take for granted the use of occupational information in our applicant and employer interviewing. Its importance becomes especially clear, however, when we are dealing with those segments of the work force which encounter the most barriers in obtaining employment. For example, the youth or new entrant into the labor market with no prior work history is confronted with a difficult occupational choice these days, but consideration must also be given to his aptitude and abilities. These can only be assessed in occupational terms.

Similar problems arise with respect to the reentrant to the labor market after a long period of nongainful employment. In this category are those who have added most to the growth of the work force in recent years—middle-aged housewives whose childbearing and child-caring responsibilities have been largely completed. Here again, the need for a careful assessment of occupational qualifications in the light of existing employment opportunities and employer needs must be made. The older worker, once he has been separated from a job, must be fitted into the labor market in accordance not only with his experience but also occupations in which he is most likely to obtain employment.

For all these groups of workers, the employment counselor finds that occupational information is of

primary importance. To carry out his task successfully, he must have information with respect to the content of jobs and to their economic characteristics. This crying need is indicated by the extent to which counselors frequently dig into their own meager funds to purchase occupational literature which will help them in their face-to-face work with job seekers.

During recent years the importance of occupational testing and the employment of test-selected applicants has been widely recognized throughout industry. Increasing demands are being made on the testing facilities of the local employment offices. More and more, tests are making a greater contribution to meaningful counseling and sound job placement. Determining the occupational aptitudes and abilities of job applicants is most successful when it is carried on in conjunction with providing proper occupational information through the interviewing and counseling process. In fact, determining the occupations for which test development is most needed turns on a thorough knowledge of occupational information and employment opportunities in the labor market.

The emphasis now being given to the need for increased formal training through apprenticeship programs or in-plant training on the part of private industry adds to the importance of comprehensive occupational information. The contribution of the employment service to meeting this need can and should be outstanding.

The primary activities of the public employment offices have a considerable bearing on the development of the Nation's skills since they are directed toward placement of workers in jobs which will best utilize their skills. The problems of meeting changing occupational needs is a practical one. Account must be taken of it not only on a day-to-day basis but also in terms of the longer run trends. This means that local office staff must not only be concerned with the occupational labor supply and demand existing in the local jurisdiction served but must also give consideration to developments in other labor markets throughout the country. The extent to which locally short occupational needs are being met from supply outside the community in which the demand exists is evidenced by the volume of clearance activity. The listing of job openings which State agencies have placed in clearance provides a sensitive indicator of occupational demands.

It is largely through a better understanding and use of occupational information that the employment office is able to bring about a more orderly behavior of labor market forces. The resources of the nationwide public employment office system can contribute greatly to the quality of the Nation's manpower resources through the development and use of occupational information.

Community Cooperation and Action . . .

Arizona Manpower Requirements and Training Needs Studies

By **JAMES A. RORK**
Administrator-Director
Arizona State Employment Service

IN THE latter part of 1955, the Industrial Development Committees of the Phoenix and Tucson Chambers of Commerce, in their work of attracting new industry to the State and encouraging the expansion of established industry, became increasingly aware of the need for an adequate supply of trained manpower, if the rapid industrial expansion in Arizona was to continue. Prospective new employers were closely surveying the adequacy of training facilities and programs within the State and comparing their output with the needs of Arizona's industry.

A disproportionate dependence upon other States for skilled and professional workers had the following disadvantages:

1. The cost of recruitment, particularly of workers in the critical shortage skills, would rise as the national shortage increased.
2. Continued dependence upon out-of-State recruitment caused present employers and prospective new employers to fear that local training facilities could not adequately develop the skills of the local work force necessary to maintain and/or increase the work force of their plants.
3. The opportunity for Arizona workers was being limited by too great dependence upon out-of-State sources of skilled and professional personnel.

No real information was available on which to base valid comparisons of the future occupational require-

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BES Director Robert C. Goodwin and Secretary of Labor James P. Mitchell (center) are greeted by Dr. Richard A. Harvill, president of the University of Arizona (left), and James A. Rork, administrator-director of the ASES, as they arrive for the Industrial Development Workshop.

ments in Arizona with the present output of skilled and professional personnel from the State's own university, colleges, high schools, apprenticeship programs, on-the-job training, and inplant training programs. Industrial Development Committees of the Phoenix and Tucson Chambers of Commerce decided to sponsor a study to provide the information needed. They requested the Arizona State Employment Service to undertake this project—which was backed by employer, labor, veteran, government, military, and educational groups.

The sponsors were confident that factual information, made available to individuals and groups responsible for our educational and training facilities and programs, would be most helpful in their planning for the future.

As the Arizona project gathered momentum, we learned that the Bureau of Employment Security was allocating funds to affiliated State agencies to undertake research into these problems. Since Arizona had just such a project underway, the Bureau examined the plans, endorsed the project, and granted funds for its completion. In addition, a "Skills of the Work Force" staff was organized in the Department of Labor in Washington to study manpower requirements and skill shortages on a national level.

The Arizona study covers all industries and all occupations in the Phoenix area (Maricopa County) and the Tucson area (Pima County), plus manufacturing and government research establishments in the entire State. A stratified sample by industry and by size of firm was selected so that approximately half of all wage and salary workers in the two metropolitan counties were represented. Data were collected by personal interview. The 92 percent response represented 92,500 wage and salary workers, or 41 percent of those employed as of July 1956.

A current occupational profile was developed, and projections were made of population, employment, and occupations for 1961. Information was also obtained from 57 cooperating agencies concerning the number of trained workers that would be available by 1961. These agencies included schools of all types, vocational rehabilitation agencies, unions, apprenticeship and on-the-job training councils, State registration boards, and professional associations.

Employers' opinions were obtained concerning plans for expansion, occupations that would be needed in higher proportion; occupations in which recruitment had been difficult, extension courses which would be beneficial to present employees, courses recommended for students now in school to prepare for employment, in-plant training programs, interest in student co-op programs, and interest in apprenticeship training.

The findings of this survey are having a heavy impact in Arizona, particularly in Phoenix and Tucson, and have produced action programs designed to implement the recommendations.

This survey was considered of such import that Secretary of Labor James P. Mitchell and the Director of the Bureau of Employment Security Robert C. Goodwin came to Arizona to participate in the presentation ceremonies at the University of Arizona Industrial Development Workshop. Mr. Mitchell delivered the major address of the Workshop on March 16, 1957, before about 600 conferees representing all segments of the Arizona economy.

Secretary Mitchell dynamically portrayed the "Manpower Requirements and Training Needs for Industry" as they apply to the national picture. Of particular significance was his statement concerning area surveys and the need for community action: "The Arizona Project recognizes that competition for trained people is growing more heated—that Arizona's progressive attitudes and wonderful climate will not continue to attract creative people at the phenomenal rate you have enjoyed in the past few years. Manufacturers from rainy climates are going to do their best to keep the top manpower they have and to recruit more.

"But Arizona is fortunate in many ways. Your total population is younger than that of the rest of the country, and you have more than 200,000 youngsters coming up through the schools who will be ready to take their places in industry in a very few years. Now

is the time for an action program to equip these boys and girls to be the most productive adults possible . . . .

"In extending full cooperation to the schools, industry accomplishes much to assure itself of a steady flow of manpower with the basic education upon which industrial skills can be built. But no educational system can be expected to provide individuals fully trained for specific jobs. Skills must be developed on the job, and industry must see to it that its workers are placed in jobs in which their potential abilities will be wholly developed. This can best be accomplished through well-planned testing and placement programs which identify the abilities of employees, and assign them to a suitable job."

Mr. Mitchell's address followed the presentation of the first of a series of reports by the writer on a statewide survey of "Manpower Requirements and Training Needs for Arizona Manufacturing, Research, and Government Establishments, 1956–61." This report paid tribute to the chambers of commerce; leaders of industry; labor, military, and government officials; educators; and civic, fraternal, and veteran groups who wholeheartedly endorsed, sponsored, and cooperated in the survey and who pledged their efforts to the implementation of the study.

Management, labor, educational, chamber of commerce, and industry leaders then spoke, accepting the study on behalf of their constituents.

The Phoenix and Tucson Labor Market Area Manpower Requirements and Training Needs Studies were released in August 1957. Wide dissemination of the statewide and Phoenix and Tucson Area Manpower Studies with their findings and recommendations has been made to motivate grass roots community action in the expansion and redirection of educational and training facilities, curricula, and staff. Almost 5,000 copies have been distributed through the University of Arizona Industrial Workshop, the State Employment Service and its local offices, and the Bureau of Employment Security.

Publicity

Publicity concerning the presentation of the initial study in March 1957 at the Workshop was initiated several weeks before the event by the press and radio bureau of the University of Arizona in cooperation with the Public Relations Section of the Arizona State Employment Service. The University forum of the air on March 11, for example, was devoted entirely to a discussion of the manpower study.

Radio and television talks and news releases prior to and following the presentation stimulated community interest. The actual presentation ceremonies were covered by statewide radio and television broadcasts, newspaper releases, editorials, feature stories, and press interviews.

Arizona has numerous plans for action to make the widest possible use of the study. Some of the more important ones are touched on briefly in the following paragraphs.

A State Information Bulletin will be released this month for local office personnel which will indicate the uses of the study and its adaptability as a tool in counseling, employer relations, and community employment (including industrial development and community participation).

A counseling aid has been developed from the study material in order to assist local office counselors to do a "quality job" in the light of the study findings.

Question-and-answer sheets on the background, findings, and recommendations of the study have been distributed to all Employment Service personnel, as well as to educational and training agency heads. The CACTUS JOURNAL, the Arizona State Employment Service house organ, has given considerable coverage to the various implications and aspects of the study.

Meeting With School Counselors

On November 25, 1957, selected State office staff met with about 50 counselors of the Phoenix Union High Schools and Phoenix College System at the request of school authorities to discuss the implications of the study. These schools have an enrollment of 19,600 students.

State and local office staff have discussed the study with interested State and community groups, particularly vocational schools, apprenticeship committees, Veterans Administration counselors and training officers, Governor's Council for Veterans Institutional and On-the-Job Training Personnel, chambers of commerce, and other employer organizations and industrial foundation groups.

At the request of John T. Douthit, State supervisor of the Bureau of Apprenticeship and Training, a program was started whereby Arizona State Employment Service personnel are recontacting the survey sample employers who expressed interest in apprenticeship training. To date, 31 firms have asked to be contacted by the Apprenticeship people.

The Curriculum Coordinator of the Phoenix Union High Schools and College System has set up a technical committee of school administrators and teachers to reassess the present curriculum offerings of the schools in the light of the study. A recommendation for a similar type of overall technical committee has been made by the Dean of the Engineering College of the University of Arizona.

The Chairman of Public Relations of the Phoenix Urban League Guild has set up a career guidance program for Negro youth based on the study. Miss Wilma Richard, a survey technician of the State agency, met with the group to discuss the findings of the study.

Hughes Aircraft Company, which operates the State's largest manufacturing establishment, employing over 5,000 workers, recently installed a plantwide apprenticeship program—an action which can be attributed directly to the manpower study.

A resolution was unanimously adopted by the State AFL–CIO convention which met in Yuma in April, endorsing the study and encouraging locals to assist in its implementation. This resolution has been forwarded to various training agencies in the State by

Cover sheet for one of the three major surveys completed by the Arizona State Employment Service and cooperating agencies.

the secretary-treasurer of the State Federation of Labor, AFL–CIO.

The School of Business Administration of Arizona State College of Tempe included certain findings of the study in their ARIZONA BUSINESS BULLETIN (circulation of 4,500) in order to interest students in courses of study in occupations which will be in demand during the forecast period. The School also arranged a panel discussion on Future Manpower Requirements open to the general public. William Langbehn and Wilma Richard, survey technicians from our State office, participated on the panel.

Several colleges and high schools in the State have requested more detailed information concerning the educational courses requested by employers in the survey. These data have been prepared and distributed and will be used in curriculum planning.

Early in September, William R. Woodfin, state supervisor of Trade and Industrial Education and Industrial Arts, and Miss Laura Nicholson, supervisor of Business Education, both of the State Department of Vocational Education, met with Employment Service State staff members to obtain technical advice on plans for implementing the Manpower Requirements and Training Needs Studies. Subsequent meetings were held with Floyd Rains, manager of the Industrial Department of the Phoenix Chamber of Commerce, to obtain the backing of community leaders to exert influence on school administrators and other training agencies and groups to expand vocational training.

One outcome of these meetings was the appointment of the writer to the Advisory Committee of the State Board of Vocational Education.

Through the cooperation of the State Department of Vocational Education, the Arizona State Employment Service, and the Arizona Apprenticeship Council, a booth was set up at the Arizona State Fair (November 2–11) to promote apprenticeship. Literature from the Employment Service, Vocational Education, and Apprenticeship groups was distributed.

AiResearch Manufacturing Company of Phoenix, Hughes Aircraft Company, and Douglas Aircraft Company of Tucson, and the Army Electronic Proving Ground at Ft. Huachuca have developed student cooperative training programs with the University of Arizona in engineering and scientific fields. Since August 1957, qualified Arizona State College engineering students have had the opportunity to learn and earn in their field under a new coordinated engineering education and work experience plan developed by Arizona State College with Phoenix industry.

(Continued on page 38)

Local Occupational Labor Market Information

By MARGARET THAL-LARSEN
Area Analyst, San Francisco
California Department of Employment

Mary Louise Gray, manager of the San Francisco Education Center of a business machines firm, explains the operation of one model to Mrs. Sara Behman, a San Francisco Area Office employee of the California agency who prepared the Occupational Guide on "Programmer, Business Data Processing."

"OCCUPATIONAL labor market information is necessary for effective local office operations." This statement introduced a January 1956 proffer of special Federal funds to the States for developmental work in the field of occupations.

Even in ordinary times, the statement has an authentic ring to Employment Service ears. Our trade, like the salesman's, requires that we know our wares—applicants and jobs. We can neither serve applicants effectively nor fill jobs properly unless we know a great deal about occupations—their scope, the characteristics and qualifications they demand of the worker, and the current and expected labor market for specific occupations.

But the statement had additional meaning for us in the San Francisco Bay Area in 1956. That year was no ordinary time when one considers the demands it imposed upon our knowledge of occupations. The first plant to mass-produce nuclear reactors was rising in a walnut orchard. Electrical machinery manufacturing employment was skyrocketing in a county where it had already much more than doubled since the beginning of 1950. A steel mill, because of the increasing complexity of its operations, was suddenly attempting to obtain engineers instead of skilled workers as production foremen. And government installations, wrestling with such problems as the disposal of radioactive wastes and the development of radar tracking systems, were recruiting heavily in unfamiliar occupational categories.

Bay Area employment security people had long needed a better-than-average store of occupational information because they serve in an area that is, at once, economically diverse and subject to rapid change and growth. But something else was producing a climate favorable to a formal program of occupational labor market information in 1956. In this area, possibly because of its peculiarly dynamic character, one of the great changes of our time could be readily detected and therefore widely appreciated—that 20th century science and technology are forcing a significant upgrading in the skills of the work force. From this appreciation came the realization that if Employment Service offices or school systems were to perform their functions effectively, they must have a greater knowledge of occupations.

The San Francisco Area office responded immediately to an invitation by the Bureau of Employment Security to participate in developing an occupational labor market information program, and to a State

Karl Ziegler of the San Francisco local office discusses an Occupational Guide with Galileo High School Head Counselor, Dr. Gordon Carlson (left) and a student, Allene Mossman.

office request to submit our appraisal of the form and content such information should have.

This program, although required for the effective operation of our local offices, was bigger than we, and it was new. We were going to need all the advice and support we could obtain. As any quality occupational program promised to be expensive in time and effort, it was important for us to know that the end product would be useful to others, primarily the schools, and that our plans would not duplicate the efforts of any other group.

Our Area manager, Charles F. B. Roeth, quickly took the community into his confidence, addressing letters detailing our plans to a number of prominent educators in the vicinity, and to the members of the San Francisco Bay Area Labor-Management Committee. The end product of our program, as it was described to the recipients of these letters, was to be a series of Occupational Guides.

The Guides would be simple, easy-to-read documents describing factually, and always on a *local* basis, the work performed in a specific occupation and the industries where workers in this occupation were employed. They would detail hiring channels, qualifications needed for entry upon the job, wages, and probable patterns of advancement for the worker. And, most important to counselors, these Guides would provide an employment outlook summary giving the approximate number of jobs to be filled in the next year and, if possible, longer-term employment prospects.

The prompt and unanimously favorable reaction to the proposals contained in these letters indicated the extent of need that existed for even a modest program of local occupational labor market information. Typical of the response was the comment, "If my support of your project and the guaranty of its use by the school personnel of (our) County are of any value to you, count on both!" Employers and union officials also expressed approval of our plans. So, by early fall, with the promised funds allocated by the Bureau, and the administrative aids and controls needed for statewide coordination arranged by the Central Office, we were ready to proceed with these plans.

We recognized from the start that the value of this occupational labor market information program would come from its local character. Excellent occupational information already existed for the Nation and for some States; the real void was information relevant to the local scene.

Pronouncements like the following were available regarding the Nation's supply of professional and technical workers: "An increase of more than one-third by 1965 appears likely." Sound knowledge and much research lie behind such a statement and it is of inestimable value in alerting the Nation to the problems that lie ahead. Nonetheless, it does not point up the individual area's problems or quantify the area's part in the national whole.

We Ring Doorbells

This individuation of the local area from the Nation or State is what the local offices and school systems were requesting. Thus, we set ourselves to a locally oriented program that, mainly by means of such homely techniques as extensive doorbell ringing, would yield sentences of the following type: "Employers of X County expect to hire 800 additional electronics engineers between September 1956 and September 1957, but only about 300 will be graduated by this area's colleges in the same period."

In line with this intention to orient California's occupational labor market information towards the local areas, considerable autonomy was allowed the project chiefs directed to carry out this program in the three administrative areas through which the California agency operates. This decentralization has permitted experimentation to flourish in the field while the Central Office has provided general direction and coordination. In the Bay Area, much of our experimentation has been aimed toward enlisting maximum participation of the local offices in the program. We have done this for two reasons: because of what these offices have to give and because of what they stand to gain.

With its intricate network of contacts with employers, union officials, and assorted community personages, the resources of the average local office for data-gathering in almost any type of program requiring local economic information are too well recognized to require listing here. Less adequately appreciated are the resources that the local offices possess in the experience and talents of their own well-seasoned personnel. In what other organization could one find with equal readiness a former printer to check data submitted by eight offices for a Guide on Compositor; an interviewer with the skill and understanding to garner from a Nobel Prize winner certain highly technical information to clarify the scope and specialties of his profession; a person who had worked as a machinist to write a statement on machinist; and a free-lance writer (the wife of a teacher) to write a definitive series of Guides on teaching?

The rewards we expected the local offices to gain from their participation in the program have materialized! Not the least of these has been the amount of occupational information that has "dusted" off on office staffs in the process of data-gathering. It does not appear an overstatement to maintain that local office stature, because of the place of these offices in the production of the Guides, has grown significantly in many communities to the benefit of their employer and other public relations.

What, exactly, is the place of the local offices in the production of the Guides? First, local office people have very largely selected the occupations for which Bay Area Guides have been prepared and, particularly at its inception, the general acceptance of this program hinged heavily upon the wisdom of their choices.

There was a barrage of requests for scientists and and professional workers—physicist, mathematician, chemist, psychologist, and engineers of all sorts. There were requests for many occupations in the skilled trades, both at the journeyman and apprentice levels, and for various representatives of that new breed, the "technician," where the skill is in the head rather than in the hands. Requests were also presented for occupations that somehow epitomized the inimitable flavor of the Bay Area—Bank Teller, Administrative Secretary, Chefs and Cooks (fine restaurants)—and for the "glamour occupations" such as Airplane Stewardess and Model.

Second, local office people have often participated in writing the supplenentary instructions that go out for each occupation to be studied. Although there is a handbook giving general instructions for the preparation of the Guides, detailed knowledge

Ellen Hawley, Berkeley local office, gathers data for an Occupational Guide on "Chefs and Cooks" on her visit to the Hotel and Restaurant Department, City College of San Francisco.

stockpiled in advance is necessary to ensure that the questions asked are the right ones. Consequently, an experienced placement interviewer has frequently preinterviewed authorities on an occupation with which he too was familiar before the little packets of advice on pitfalls to be avoided and points to be stressed went out from the Area to local offices.

Third, local office people temporarily assigned to the Area office have brought the raw data submitted by the local offices to various stages of completion. Some have checked these data with various competent authorities in the field, possibly added some material through library research and additional interviews, written a preliminary draft to be completed by Area staff, and departed for their respective offices. Others have carried the raw data through these stages and written final drafts that showed both technical competence and artistry. When the latter has occurred, the Guide program has been the richer for it, as a variety of approaches and styles has prevented the output from becoming a series of stereotyped "government reports."

Analysis of First Year's Results

What can we say about the potentialities and accomplishments of our program now that we have a full year's production of Occupational Guides behind us? We believe that a program of local occupational labor market information such as that carried on in the Bay Area can play a real part in increasing the skills of our work force because of the influence it can exert upon the future complexion of that work force. In a society where vocational decisions are voluntarily made, the aids provided to assist decision-making must certainly rank among the more effective means of influencing these choices.

According to one professor of education at a leading university, "It is information of this type that is so helpful in acquainting young people with opportunities that may stimulate them to enter these fields (science, engineering, mathematics, and education)."

A high school counselor stated, "I receive a copy of 'Elementary Teacher' and feel it is very valuable in guiding suitable young people into the profession. Much counseling material is too general—the guides, however, give specific Bay Area information, while giving enough State and national data to make them useful everywhere."

Many people maintain that scientific and professional workers in our labor force cannot function with maximum effectiveness unless far greater attention is devoted to enlarging the technician group. The head of an engineering department at one of our largest universities, believing that the Guides can play a part in stimulating the growth of this group, wrote us concerning technicians: "I would guess that many employing agencies and potential job applicants do not recognize clearly the nature of possible careers in this type of vocation. A problem is to define more attractively the possibilities for

Photos Bayard C. Rucker

Before flight time, Robert Brokop, San Francisco Area office, checks data for his Occupational Guide on airline stewardess with Dottie Paulk.

careers as well as to have such jobs appropriately recognized by employing agencies."

Union officials have commented verbally that one of the real contributions of our Guide program may be the removal of the so-called "blue-collar" prejudice from counseling, our own and that of the high schools. These officials have maintained that demands made upon skilled workers today are such that only "college-caliber" men should be encouraged as apprentices. They have remarked that the "treatment" we give the skilled occupations in our Guides should encourage outstanding young people to enter the skilled trades and should influence their parents and teachers to agree that their decision was a wise one.

We have received commendations for facets of the program where we least expected praise. One of our greatest problems has been to define the more difficult occupations in terms of the tasks local workers are actually performing. It has been rewarding to learn that some of our definitions have found their way into the national offices of professional societies.

The variety of uses to which the Guides have been put beyond the intended purpose has surprised us. The following examples are but a few drawn from the many letters received.

Large employers have used the Guides to prepare job descriptions, wage ranges, hiring specifications, and recruiting materials.

Employee organizations and professional societies

have evinced great interest in the information; professional societies have reprinted in their local publications the salary sections and portions of the employment outlook sections of the Guides describing their fields of work.

The Board of Directors of an employers' association has referred to one of the Guides to assist in a decision on licensing and job descriptions.

A college professor, preparing a Career Day speech designed to lure high school seniors into his own scientific specialty, has distributed copies of the Guide on this profession to his youthful audience.

A junior college has reprinted several of the Guides for use as classroom material in an orientation course.

The Naval Reserve has requested Guides for use in informing its personnel of civilian occupational opportunities available to men with naval reserve training.

The coordinator of a community center engaged in the physical and vocational readjustment and rehabilitation of the disabled has found the Guides of great value in this work.

The Associate Editor of a professional periodical asked permission to reprint our Guides on Programmer, Business Data Processing. This recognition was a real surprise, for it followed our first attempt at original research to describe this emerging occupation. (See picture on page 13.)

These reactions of persons who are essentially outsiders to employment security work are unquestionably encouraging, but we are more concerned with the response of our own personnel—and the chance that the nature of that response will lead to more effective local office operations.

I like to remember the comment of one local office manager whose first reaction to the Bay Area's occupational labor market information program was outrage at such an expenditure of time and effort—and on *reports* at that! Recently, in speaking of the program, that same manager said, "It makes more sense than any program we have ever had!"

Recruiting for Shortage and Surplus Occupations

By LOUIS LUDWIG

Employer Relations Representative, Chicago Professional, Sales, and Clerical Office
Illinois State Employment Service

Wanted: Secretary. Light dictation from three young architects. Plush, air-conditioned, Michigan Avenue office. 35-hr. wk. $400 mo. 3-wk. vacation. Coffee break, time off for shopping. (Mr..... Tel. Number)

THIS is typical of some of the want ads which have appeared in Chicago metropolitan newspapers over the past several years. A Sunday issue of one of these papers recently carried more than 1,500 ads for stenographers and typists, each striving to outdo the others. To attract the attention of a hard-to-find secretary in Chicago these days, it is no longer enough to be a doctor; you must be a "noted surgeon." It is no longer enough to be a well-established, successful firm; you must be a "blue-chip, multi-million-dollar corporation."

The same competition for certain kinds of workers extends to other occupations, of course. The Sunday issue of the newspaper mentioned above also carried four full pages of display ads for engineers, most of them from out-of-area employers. Some offered "$600 and over" for engineers with little or no experience; and one company pointed out that it had just completed a fabulous laboratory in Miami as an inducement for engineers who were interested in moving their families to the Sunshine State.

But while serious shortages for engineers and stenographers are continuing in Chicago, a different story prevails for other kinds of applicants. The files of our Professional, Sales, and Clerical Office contain applications from many highly qualified people—particularly in professional fields—who have considerable difficulty in getting placed in jobs. These people include graduates from more than 100 different colleges and universities, personnel and office managers, editors, salesmen, advertising executives, plant and department store managers. Some, over 45, are handicapped because of age; others, having managed companies with many hundreds and even thousands of employees, are "over-experienced"; still others, having earned $25,000 and more a year in the past, are unwilling to step down to a lower salary level.

Because of the needs which arose from these shortage and surplus occupations—to recruit workers in the one case and jobs in the other—a number of promotional techniques were developed in the Chicago area. These have included every promotional device available to us, from direct mail and advertising to radio and participation at fairs and conventions.

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ABOVE: ***Front cover of the monthly bulletin of the Chicago Professional, Sales, and Clerical Office.***

RIGHT: ***A typical inside page of the bulletin.***

Our Professional, Sales, and Clerical Office and one of our Industrial Offices in Chicago [1] have a weekly radio program which is now in its 11th year. This program, written and announced by our staff members, discusses current openings at ISES offices and appeals to employers or job-seekers or both, according to needs.

Spot announcements are also used to advantage. Announcements are frequently sent to all of the 42 AM and FM radio broadcasting stations and five TV channels in Chicago and negotiations are currently underway to develop a regular television program on one of these channels.

Frequent appearances on popular local radio programs are arranged for top ISES personnel and for out-of-town recruiters who visit our various offices to hire needed workers. Recently, for example, two recruiters for the U. S. Department of State, seeking overseas typists and secretaries, were able to find more than 150 qualified applicants through the assistance of our Professional, Sales, and Clerical Office. Radio and TV appearances, to a large extent arranged for by ISES, were primarily responsible for this result.

The Chicago ES offices use direct mailings in many different forms to attract applicants or jobs as needed.

For many years, the PSC office has been issuing a monthly publication called *Personnel Keys* which lists outstanding applicants. This 8-page, printed, illustrated publication goes each month to 8,000 of the largest employers in the Chicago area and has been highly effective, from both an order-getting and a prestige viewpoint. Employers are constantly surprised that any public employment office should have such exceptional applicants registered with it.

Our PSC office also has been responsible for a "brochure" program in cooperation with the Wisconsin and Minnesota State Employment Services. Through this program, attractive and informative brochures are prepared on outstanding applicants and sent to employers most likely to be interested.

Most applications are from persons who wish to better their work situations, and the bulk of the brochures are from applicants who live in downstate Illinois and in Wisconsin and Minnesota who are seeking positions in Chicago. When these brochures

JL-7 MARKET RESEARCH ANALYST - ADVERTISING ASSISTANT – 5½ years with two well known publishers, in charge of sales promotion and market research. Developed promotional aspects of publications, made market, product media surveys. Supervised 4-7 research personnel and 2 clerks. Veteran. Age. 33. Salary open.

JL-8 CONTROLLER – 16½ years experience in accounting. Last 9 years was Chief Accountant for two well-known manufacturing firms, in full charge of department and supervising large staffs. Previous 2½ years, was Senior Auditor for large accounting firm. Before that was Chief Auditor for a university. Age: 44. Salary open.

JL-9 GENERAL ACCOUNTANT – 8 years experience. Has been cost accountant for large automotive mfg. firm, and general accountant for air line, CPA firm and industrial engineering company. Age: 30. Salary open.

JL-10 PURCHASING AGENT – 10 years with a manufacturer of machinery for the printing trades. Purchased all material necessary for production. Kept inventory control. Veteran. Age: 41. Salary open.

JL-11 TOOL DESIGNER – 13 years experience designing tools, fixtures and jigs in aircraft and TV industries. Veteran. Age: 39. Wants process engineering, Chicago area. Salary open.

JL-12 PUBLIC RELATIONS MAN - SALESMAN – Last two years was director in charge of fund raising and public relations for a well known youth organization. Previous 5 years was a wholesale salesman for a glass manufacturer, selling dealers and contractors in Southern Illinois and Indiana. Veteran. Age: 39. Salary open.

JL-13 PRODUCTION MANAGER – 17 years as Plant Superintendent for mfr. of swimming equipment, radio and TV manufacturer, neon and electric light firm and mfr. of electrical appliances. Veteran. Age: 47. Prefers production management or industrial engineering, West or North. Salary open.

JL-14 ECONOMIST – B.S., Univ. of Ill., '48. Last 7 years has been Economic Analyst for very large firm in the transportation field, coast to coast. Did economic forecasting, analyzed business problems, prepared recommendations for sales quotas. Supervised and coordinated work of other analysts. Previous 2 years did economic and business research for a large university. Veteran. Age: 35. Salary: $7,000.

[1] *The Illinois State Employment Service has 10 offices in Chicago, including a Professional, Sales, and Clerical Office, a Service Office, 3 Industrial Offices, a Casual Labor Office, and 4 supplemental, full-functioning offices. In addition, 5 other full-functioning offices serve suburbs in the immediate Chicago area.*

are received by the Professional, Sales, and Clerical Office in Chicago, they are routed to an interviewer who carefully analyzes them and then contacts employers, generally by telephone. When an employer indicates interest, a copy of the brochure is sent to him for consideration.

This, too, has been a valuable prestige-builder, so far as the Illinois State Employment Service is concerned. Many of the applicants for whom brochures have been prepared have been unusual and well-qualified people. For example, they have included an All-American football player seeking a position as a sporting goods salesman, the Chinese Minister of Transportation under Chiang Kai-Shek (he supervised 40,000 miles of railway track and 200,000 employees), the executive-secretary of the Chamber of Commerce of one of our near-million-population cities, an inventor of a score of patented devices in the electronics field, and many other outstanding people in the fields of engineering, public relations, and business administration.

Often, when seeking prospective employers to be contacted quickly in behalf of a specific applicant, we prepare a special letter setting forth his qualifications briefly in a what-this-man-can-do-for-YOU manner, and send it to from a dozen to a hundred employers.

Newspaper Ads Are Scrutinized

Close watch is kept on advertisements appearing in the Chicago metropolitan newspapers, particularly the Sunday editions. When the employer's name is given in the ad, interviewers check our files to determine if we have his order; if not, and the opening is one on which we feel we can help, an interviewer contacts the employer by telephone and, if possible, discusses a specific applicant with him.

If the advertisement is a blind ad and the opening one we would like to have, we send a form letter indicating the interviewer to be contacted by the employer. As many as 100 such letters are mailed on some Mondays and results have generally been very much worth while.

Regular, large-scale direct mailings are made on a seasonal basis, of course. For example, to secure summer jobs for high school and college students in 1957, our Professional, Sales, and Clerical Office made four special mailings to employers in the Chicago area—a total of 65,000 letters during April, May, and June. It was generally more difficult to place students this year, but these letters were very helpful in securing much-needed orders.

During the past 3 years, a relatively small budget has been available for advertising and most of this money has been spent to attract applicants through newspaper ads. Experimental advertising in various media indicated that, for our needs, daily metropolitan newspapers far outpulled magazines and community, shopper-type papers; morning newspapers were more effective than afternoon papers; and ads in Sunday, Monday, or Tuesday papers were preferable to those appearing later in the week.

Newspaper and magazine publicity is also sought in other ways. Press releases are sent to all metropolitan and community newspapers in Chicago by our State Information Service and efforts are made to place magazine articles directed toward helping to answer specific employment problems in the area.

Article in Sunday Paper

For example, anticipating the great interest by high school and college students and their parents in summer jobs in 1957, the director of the Illinois State Employment Service prepared an article, "How to Get a Summer Job," and had it placed in the magazine section of the CHICAGO SUNDAY TRIBUNE early in June. The article offered a free leaflet, "How to Sell Yourself to an Employer," to all who wrote in requesting it. More than 500 asked for it during the next 6 weeks.

Participation in fairs and conventions has been one of the most effective methods of publicizing the services of our agency and of recruiting needed applicants.

The Chicagoland Fair was held last July. Its purpose was to help attract some of the estimated 500,000 new and replacement workers expected to be needed in the Chicago area between 1957 and 1967, according to a survey made by the Chicago Association of Commerce and Industry. The Illinois State Employment Service, in cooperation with Remington Rand, had a booth at this fair which proved very popular. More than 30 ISES staff members, working on a 3-shift basis over the 2-week period, were required to serve the thousands of men and women who stopped by to register for jobs.

The "big attraction" at the Chicagoland Fair was a Univac machine loaned and manned by Remington Rand. More than 700 Chicago employers cooperated in the venture by listing openings with ISES. These jobs were fed into Univac. Later, when an applicant registered for work, his card was also fed into the machine and the answer, listing all the available jobs for which he was qualified, immediately popped out. More than 3,000 referrals were made to employers as a result of our activity at this fair.

We have also played important roles at other fairs and conventions. Last November we were at the International Livestock Show at Chicago's Amphitheater. The previous month we took part in the Dairy Show. In September we were at the American Legion Convention. During the past year we also took part in the National Restaurant Association convention, the Illinois Restaurant Association convention, the Illinois State Fair, the regional meeting of Civilian Personnel Administrators, Senior Citizens Day, the Illinois Welfare Association convention, the Illinois Federation of Labor convention, and many others.

At the annual conventions of the American Orthopsychiatric Association, the American Statistical and Economic Association, and the Illinois Welfare

Association, our Professional, Sales, and Clerical Office operated a placement service for the benefit of applicants and employers attending. Openings for professional people (social workers, psychiatrists, statisticians, psychologists, and physicians) were secured from agencies throughout the country and made available to the individual members who visited our booth in large numbers, often waiting until late in the evening for personal interview.

Chicago still has its shortage and surplus occupations, of course, and these problems are bound to continue for some time. But we are striving to find some of the answers and we feel that our efforts at promotion have helped improve the situation. We are keeping our eyes open and whenever we hear of other feasible, promotional ideas successful elsewhere and applicable in our case, we shall not hesitate to adopt them.

The Counselor and Changing Occupational Needs

By **ABRAHAM STAHLER**

Division of Counseling, Selective Placement, and Testing*
Bureau of Employment Security

IF ONE were to peer into the labor force crystal ball, here are some of the visions he might be able to see:

Prediction: Most of the labor force in automated industry is likely to be in jobs requiring better educated, better trained workers. Overall effect will be to replace lower skills with higher ones . . . to eliminate many routine and less interesting clerical and operative jobs and create more responsible and challenging jobs . . . to increase demand for highly skilled maintenance men and for competent, responsible managerial and supervisory personnel.

Prediction: Greatest increase in demand in next 10 years will be for professional and technical personnel (37 percent more) . . . for clerical and sales personnel (27 percent more) . . . for skilled workers (24 percent more) . . . and for managerial and semiskilled persons (22 percent more). There will be a decline in need for agricultural workers (minus 15 percent) and for unskilled (minus 3 percent).

Prediction: There will be considerable demand for engineers, scientists, and technicians . . . for teachers, accountants, doctors, and nurses . . . for airline pilots and stewardesses . . . for electronics maintenance men and for auto mechanics and appliance repairmen . . . for carpenters and tool and die makers . . . and for secretaries, stenographers, and telephone operators.

Prediction: There will be continuing shift from farm to nonfarm employment and from manufacturing industry to service industry due to technological advances.

Prediction: Newer industries will move forward with increased strides—aircraft, electronic manufacturing and maintenance, atomic energy, radio and TV broadcasting . . . many current industries will decline at a relatively fast pace.

Prediction: There will be increased geographic changes in industry, due to effects of automation . . . defense dispersion plans . . . plans begun in early 1940's and accelerated since.

Prediction: Between 1955–65, over 10 million more workers will be needed in the labor force. There will be enough additions to the labor force to meet these needs.

Prediction: About one-half of these needs will have to be met by mature workers 45 years old and over, and almost one-half by youths 14 to 24. Less than 1 million of the addition needed will be met by workers 25 to 44.

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What are some of the implications of these visions from the standpoint of the job seeker and from that of the local office? How do they affect the role of the employment counselor?

Job Seeker Will Need Professional Assistance

More than ever before, because of our rapidly changing economy and occupational needs, the job seeker will be in need of professional assistance in properly choosing a field of work in line with his capacities and interests and aspirations. The local office staff will need to be more alert than ever to recognize the need for such assistance and avoid taking for granted the notion that because the job seeker has had experience he needs merely placement in the same type of job. The counselor, more than ever before, will have to keep abreast not only of current occupational and labor market data, but also of the

*Mr. Stahler is Chief of the Employment Counseling Branch.

rapidly changing conditions and needs as they exist locally and are likely to be in other areas to which there is large-scale migration.

Let us take a look at some of the above predictions in terms of problems with which the job seeker, the local office, and the counselor will likely be confronted.

Urge More Schooling

The increased demand for better educated and better trained workers and the elimination of many routine jobs point up the importance of encouraging school dropouts to gain as much additional education or training as possible. It also underscores the importance of referring for counseling applicants who may have been engaged in low-skilled, routine types of work but who may have the capacities of learning and performing higher skilled and more challenging jobs.

The greatly increased demand for professional and technical personnel points to the importance of detecting as early as possible persons with apparent potentiality for such fields and to discuss with them their interest in, and the possible suitability of, these occupational areas.

The continuing shift from farm to nonfarm employment emphasizes the need for assisting the former agricultural worker in evaluating his capacities, interests, and temperament and in determining how they may be best related to the needs and conditions of nonfarm jobs.

More to a Job Than Glamour

The glamour and publicity surrounding the newer industries and jobs, such as electronics, atomic energy, and other automated industries, will tend to attract many persons whose real interests, aptitudes, talents, and motivations are in the social sciences, humanities, or other fields. Care will have to be exercised in aiding them to make vocational choices based more on their real interests and capacities than on hastily expressed interests influenced by the glamour of the new fields.

The geographic changes in industry will bring increasingly to the fore problems of workers who are torn between the advisability of moving to a new area and the desire to remain at home where their roots and friends and relatives are. We shall have to be prepared to help them evaluate realistically their capacities and aspirations and the relative values of remaining or moving.

The technological, industrial, geographic, and occupational changes will have a particular impact upon both youth and the mature worker—the two age groups upon which industry must depend for continued expansion.

Because of the need for more workers in the labor force, about one-half of which must be met by workers under 25, young people will be faced with the temptation of leaving school prematurely and of accepting jobs that will pay well but will not provide them with the satisfaction that comes from working in jobs most compatible with their potentialities and interests.

Many older workers will be faced with many problems in addition to resistance to hiring because of age, such as: (1) whether to undertake education and training in order to prepare themselves for positions in which there are most likely to be suitable opportunities, at the sacrifice of possible earnings, at a time when they may be concerned with the financial needs of a growing family; (2) whether to take a significant reduction in salary in order to enter a new promising field; and (3) whether to leave the local area for other areas, and thus give up old ways of life and interests for new ones.

Role of Counseling

These are the types of problems we must consider and be prepared to deal with if we hope to carry out our public trust—bringing together *job seekers* and *jobs* that are *most suitable* for them on one hand, and *employers* and the *qualified workers* they require on the other hand.

As we are confronted with increasing problems brought on by changing occupational needs, it is time perhaps that we try to understand more fully the role of counseling in the local office and what we can do to insure that it meets the problems most effectively.

Why do we have counseling in the Employment Service? To understand why, it seems to me that we have to ask ourselves what is the main purpose of our local office.

Our purpose is not simply to place people or to refer workers. It is rather to do *quality* placement—to place applicants according to their *highest* qualifications and in accordance with their *greatest* interest, to place them in jobs in which they can make *maximum* use of their capacities and develop their *full* potential. It is to refer to employers not merely *workers*, but workers who can *best* meet the job requirements and are, therefore, more likely to be productive and satisfied workers.

If we agree that that is the major purpose of the Employment Service, then we must also agree that there is a vital need for quality employment counseling as an integral part of the Employment Service. Many people come into the local office who really do not know for what job they are best qualified. They do not know what the labor market and jobs require, and we do not usually know, from our regular employment interview, what their highest intrinsic qualifications are. Often if they do have some idea of what they are qualified for, it is not realistic or they are not sure that it represents their highest qualifications and their foremost interests.

And so we have a counselor, a person who must be specially trained in the best known methods and techniques of helping such applicants appraise their capac-

ities and interests in relation to the requirements of jobs and the labor market, and who must have and constantly apply an up-to-date body of occupational, labor market, and other pertinent data.

As in other occupations, counseling service can be no better than the ability of the person assigned to provide it. When an individual seeks or is referred for assistance in making one of the most important choices of his lifetime—his occupational future—he is entitled to, and we are obligated to provide, service that is sound and realistic and of the highest level. If we hope to carry out the quality of counseling service that the public has every right to expect, it is vital that we assign persons to this function who have the background, interest, and know-how. If this has been true in the past, it is doubly true now, with the added complexities in job choice and adjustment that changing occupational needs bring with them.

Action Needed

To serve adequately applicants confronted with these problems requires skilled application of a wide variety of techniques and knowledge acquired through experience and through academic and in-service training.

To assist States to attract, retain, and develop adequate staff, the national office is planning to develop and issue:

1. Appropriate standards for selection and assignment of qualified personnel to counseling, including acceptable specialized education and experience, and knowledges, abilities, and personal traits required,
2. Consistent with these standards, a series of recommended counselor job specifications, including typical duties and minimum qualifications,
3. A policy with regard to out-of-service training for counseling and other personnel,
4. Basic and advanced training materials to facilitate the in-service training of counseling personnel, and
5. Improved materials for evaluating the quality and quantity of counseling services.

In the meantime, State agencies can take several steps to improve counseling services:

1. Work with State Civil Service Commissions in establishing higher qualification standards and commensurate pay for counselor positions (based on standards included on pages 77 and 78 in the handbook, "Counseling and Employment Service for Special Worker Groups"), and setting up possible separate classes for:
   (*a*) Entry local office positions (counselor trainee)
   (*b*) Advanced local office positions (counselor I)
   (*c*) Supervisory local office positions (counselor II),
2. Consult with colleges and universities in the State regarding courses that may be particularly applicable in improving the competence of local office counselors,
3. Insure adequate basic employment counseling training for counselors who have not received it,
4. Evaluate more extensively the quality and quantity of counseling service provided and arrange for appropriate on-the-job training to bring about improvements,
5. Provide the counselor with adequate, current local job and labor market information such as that found in area skill surveys and locally prepared job guides to supplement that contained in basic reference materials such as Occupational Outlook Handbook, Dictionary of Occupational Titles, and Job Descriptions,
6. Train all local office staff to recognize applicants who are in need of counseling service,
7. Insure that only those who need counseling are referred for it in order that the counselor may devote his time and efforts to those with bona fide counseling problems,
8. Except in cases where counseling is necessarily a part-time responsibility, insure that the counselor devotes himself to performing the counseling and related activities, such as participating in community affairs and acquiring knowledge to provide improved services. This means that the job development and placement functions, with very few exceptions, are performed by interviewers who are skilled, trained, and responsible for providing these services,
9. Insure that local offices have an adequate understanding of the role of counseling and that there is team work and cooperation between counselors and other personnel, including adequate consideration of the qualifications of counselees in selection and referral.
10. Insure adequate local office supervision, direction, and support for the counseling function.

There will be many fascinating challenges for us in the years ahead. But to paraphrase a well-known cliche, the greater the challenge, the greater the reward. There should be many satisfying rewards for us in the years ahead.

At Press Time

(*Continued from page 2*)

The council will review the status of the Old-Age and Survivors Insurance Trust Fund and the new Disability Insurance Trust Fund in relation to the long-term commitments of these programs. It will consider, among other things, the scheduled social security tax increase set by law for 1960.

The 1956 amendments also call for the appointment of similar advisory councils in the period before each of the future scheduled increases in social security taxes in 1965, 1970, and 1975.

In a statement announcing the appointments, Mr. Folsom said:

"The social security system is a keystone in the economic security of millions of individuals and of the country as a whole. Although the system is in sound condition, it should be reviewed periodically by the

(*Continued on page 35*)

Mrs. Bernice J. Kirk, assistant manager in charge of the Commercial and Professional Division, Seattle local office, reviews a school counseling file. The trophy at right was presented to Mrs. Kirk as Seattle's "Business Woman of the Year."

Uncovering Latent Talent Through Testing and Counseling

By BERNICE J. KIRK

Assistant Manager, Commercial and Professional Division, Seattle Local Office
Washington Employment Security Department

"GENIUS, like murder, will out" is an opinion held by some persons. In fact, I recently appeared on a panel with a well-known writer who expressed the opinion that talent needs no help—talent cannot be denied—it will express itself.

We in the Employment Security Department have good reason to doubt this theory. Who knows how many potential scientists have lived out their lives as grease monkeys or sheet metal helpers?

The Employment Service has a unique and wonderful opportunity to help meet changing occupational needs by uncovering latent talent or potential. Through our counseling activity, aided by the GATB, we are able to pick out the "diamonds in the rough." Counselors, especially those working with high school seniors, are always on the alert for the student whose talent, because of low scholastic grades, might otherwise be squandered through under-utilization.

The Seattle office of the Washington Employment Security Department cites these three examples which come readily to mind—in one school year—of young men whose school record showed no indication of better-than-average potential; in fact, quite the contrary was apparent.

Counselee 1

Edward, a high school senior, wanted help in deciding whether he should continue as a sheet metal helper (an occupation which he had followed for 3 years part-time, while attending high school) or if he should try to be a machinist, an aircraft and engine mechanic, or an electrician. He had no intention of going to college.

During the counseling process, he indicated he did not feel he could afford further schooling; if he got other training, it would have to be through apprenticeship or military service. GATB and Kuder tests were administered. In the GATB, Edward scored above 130 in 6 aptitudes—intelligence 148; verbal 137; spatial 163; motor coordination 134; finger dexterity 145; and manual dexterity 132. All other aptitudes were considerably above average—numerical 124; form perception 124; and clerical perception 118. The Kuder profile indicated extremely high interest in science.

When our Employment Service counselor questioned the school counselor about Edward, we learned only that the boy was not a particularly good student, but he had never been in trouble in school. We secured a transcript of his school grades which showed a grade average of 2.6, far from high enough to be considered for a scholarship or in any other way to be recognized in school.

Naturally, it occurred to us that it would be a sad waste of this lad's tremendous potential if he were to spend his life as a sheet metal helper or, for that matter, as a machinist or a mechanic—a loss not only to the boy but to the country.

Seattle local office counselors hold one of their regular clinics on difficult cases. Standing, Harriet Clancy, supervisor of Counseling and Applicant Services; seated (left to right), Donald Guth, Teresa Jennings, Bernie Knudsen, Eugene Downer, and Vera Hall.

Further counseling with the boy disclosed a lack of motivation, which seemed to center around a lack of approval from his parents. This was getting a little deep for our type of counseling, but the lad was willing and almost eager when the counselor expressed a desire to talk with the parents. An appointment was made with the mother.

The counselor explained his findings—the extremely high potential but apparent lack of motivation, evidenced in manner and in school grades. Edward's mother was very interested and cited several incidents which seemed to explain his feeling of lack of approval. She felt certain that the lack of motivation was not an innate personality trait.

After learning of the boy's potential, both parents were eager to do everything to develop his potential. They said they would made almost any sacrifice to finance a college education.

Believing that the best hope for Edward's future would be for him to feel independent, we talked the case over with the Faculty Committee on Scholarships at the University of Washington to determine if a scholarship could be arranged (in spite of his low grade average) and to discuss what we might do about cases similar to Edward's which we might discover in the future.

The following excerpt are quoted from a letter received from the University relative to the discussion:

"Obviously this boy did not have the incentive to verify this ability in his high school grade point average, nor does he seem to have a great financial need—two factors which weigh most in awarding our scholarships to entering freshmen. Yet, as you pointed out in our recent conversation, from a national interest point of view, the boy should receive further education.

"I do not see how such students could be handled in our regulars scholarship program. However, if some agency, public or private, set up a special fund for such cases, I am sure that the Faculty Committee on Scholarships at the University of Washington would be glad to cooperate with the Employment Security Department in administering grants to such cases. . . .

"It is entirely possible that cases of such outstanding ability may go unnoticed by those high schools where adequate testing is not available.

"I agree with you that it is imperative that our students with potential in the scientific field be somehow brought into contact with further formal education."

It was true that Edward did not have a financial need but he did possess a need to be independent.

Since no scholarship was possible, we discussed Edward's case with a recruiter from the U. S. Navy Air Missile Test Center. After a personal interview, Edward was offered what appeared to be a wonderful opportunity and the ideal answer. He was to be employed as an Engineering Aide at a GS–3 rating, and he would be enrolled in the advanced professional education program consisting of off-campus college courses. As the recruiter explained it, "By the time this lad is put through to his Master's or Doctorate, he will be extremely valuable to the Government and will be assured a job all through his education and ending with a rating commensurate with the education he has received." The recruiter was so impressed with the facts we presented about Edward,

that he assured us he would appoint an adviser or counselor to give the boy help and encouragement.

Edward and his parents were thrilled with the opportunity, but then came a change in the hiring policy at the NAMTC and only local boys could be accepted. This "pulled the rug" from under Edward's plan.

The latest followup finds Edward engaged in electrical repair work, where he expects to continue for another year until he "makes enough to pay his own way to the University."

Counselee 2

Douglas appeared for counseling with an exaggerated "duck tail" haircut, pink shirt, soiled white cords, unshaven, and sullen in attitude. His high school record showed some twenty-odd grades of "D" and "E" ("E" is a failing grade and "D" is just barely above "flunking").

This student also has caused much disturbance at school due to his poor attitude During the initial interview, he was very indifferent and of the "you-show-me" attitude.

After the initial inverview, our counselor approached the school instructor in distributive education and the senior counselor. Both men literally threw up their hands, as they had been unable to get anywhere with Doug.

Tests were administered, results analyzed, and here marked the beginning of a reversal of Doug's attitude, both toward school and instructors. The scores were so outstanding (G, S, P, and Q over 140, all others above 109) when weighed against his school records, that the employment counselor asked permission to have the school counselor sit in on the test interpretation interview. Permission was granted by Doug and his Occoupational Apptitude Patterns were explored. Due to low grades, college was impossible. It seemed that opportunities in industry, which would provide a challenge to this boy's learning potential, were limited.

Further counseling by school counselors and the Employment Service resulted in a choice of a military career. After basic training, tests were taken for officer candidate training for intelligence officer. Douglas was told that he had passed with one of the highest series of test scores ever noted.

Followup disclosed that this chap graduated from Officers Candidate School a First Lieutenant in Intelligence, and after his "hitch" is up, he intends to apply for work with the FBI.

Counselee 3

Jack was a boy bordering on the delinquent; majoring in "study hall" might aptly have been applied to him. His grades were in the low "C's" and "D's"; he apparently had no interest, ambition, or motivation.

About 2 weeks after the fall term opened, Jack asked the school counselor to let him drop geometry as it was too simple and boring. The school counselor, who had some indications of Jack's ability, went along with him on his request, with the understanding that the counselor would assign to Jack the entire year's classwork and Jack could take a test on the total assignment. After a lapse of 6 weeks, and quite to the surprise of the school counselor, the lad asked to take the test. He passed it with a grade of 94 with no classroom attendance or assistance from the instructor.

When the Employment Service counselor arrived at this high school, Jack's case was presented to him by the school counselor, who asked the ES counselor to give special attention to this boy. They wished to confirm the belief that he might be worth special effort.

Initial counseling was given with very little reaction, although some small interest developed in math and science. The boy felt that he just didn't have what it takes.

Scores were analyzed following the GATB and, in contrast to this lad's school record, his overall aptitude scores were extremely high, particularly in general learning ability 146; numerical 128; spatial 176; and form perception 131. All patterns were made and explored. A strong interest developed for the engineering field.

It seems as if all Jack needed was the confidence given to him by the test results.

The school counselor took over on the counseling. The student's grades took a big jump and on the strength of the GATB results and the efforts of the school counselor, a scholarship was secured for Jack to study at Washington State College.

Followup disclosed that in November of his freshman year, Jack was forced by circumstances to leave school. He worked for a while, then entered the University of Washington, where he is studying engineering and working part time for Boeing Airplane Company.

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Our country cannot afford to gamble on the hope that "genius will out," that "talent will not be denied." The Government needs to know that employment counselors will ferret out this talent, uncover it, and point it in the right direction. We in the Seattle office would recommend that a fund be set aside by the Government to be used for scholarships for young men and women who could not otherwise qualify for regular scholarships. These scholarships would be granted upon the recommendation of the employment security agencies whenever superior aptitudes are uncovered through the GATB, and the counseling process discloses that the individual possesses the potential for exploiting the latent capabilities.

The talented student who demonstrates his superiority by scholastic achievement needs no special consideration from us; there are scholarships and various other opportunities for him. The geniuses who cannot adjust to academic training but are fired with drive—the Thomas Edisons—will also find a way.

But what about the high potential youth who lacks motivation? We can uncover the potential, we may pinpoint the reason for lack of motivation. Then what? Who is going to pick up the problem from there? Perhaps it is just a matter of the boy needing to be independent. Can our Government afford to let this potential scientist find his own independence by working as a sheetmetal helper?

I wonder if some lad who left high school 10 years ago to become a sheetmetal helper or a carpenter's helper or a laborer might not have been able to change the headlines we read in the October 5 papers, "U. S. SCIENTISTS STUNNED BY NEWS OF RUSSIAN SATELLITE."

October 5 is history; what are we going to do *TODAY* to shape *TOMORROW'S* headlines?

National Problem—Local Solution . . .

Dr. Howard L. Bevis, chairman of the President's Committee on Scientists and Engineers (President Emeritus of Ohio State University), signs an agreement which will implement the program for better utilization of the Nation's scientific manpower.

The Scientific Manpower Shortage

By **DR. HOWARD L. BEVIS**
Chairman
The President's Committee on Scientists and Engineers

MANMADE moons, rockets to outer space, and the intercontinental missile may seem remote from the high school classroom, the local employment office, and the attitudes of students toward science and mathematics. But the fact is that America's position in a competitive techological world and the Nation's scientific progress depend ultimately on the actions taken in the cities and towns of the United States.

President Eisenhower recognized this in setting up our Committee on Scientists and Engineers, which has responsibility for coordinating and stimulating the Nation's efforts to train adequate numbers of scientists and engineers. The President said: "The problem cannot be solved by government alone. . . . The problem requires for its solution the powerful and concerted action of citizens and citizens' groups organized to act effectively."

Even before Russia's sputnik, the scarcity of scientists, engineers, and skilled technicians was a very real fact in American life. It will continue to be a national problem of major proportions for at least another 8 to 10 years.

Let us look realistically at some of the long-term factors which exert steady upward pressures for more trained technological manpower.

First, there is the national defense—and we cannot afford to guess wrong on the security of our Nation. Russia's satellites are simply new evidence of something we have already known—that Russia has geared the Communist educational system to produce great numbers of scientists, engineers, and technicians. In 1950, the United States had nearly three times as many engineering graduates as Russia. In 1955, the situation was reversed. Russia was graduating more than twice as many as the United States.

Then there is the "lean generation" resulting from the low birthrate of the 1930's. With total population and total labor force rising, we are apt to lose sight of the fact that there will actually be a smaller number of young men, aged 25–34, in the work force in 1965 than there are today.

Beyond these immediate factors, there continue to be insistent, fundamental pressures for ever-rising numbers of qualified scientists, engineers, and technicians.

Only recently a Census expert predicted that the population of the United States would jump to 231 million by 1975, with far greater need for technology in agriculture and food production. Energy requirements are steadily increasing. Our people look forward to a steadily rising standard of living. Industrial growth in the Nation has averaged about 4 percent a year, and industry investment in capital expansion has been about $30 billion for each of the past several years. Industry ependitures in research and development are rising sharply, and total national expenditures—by industry, government, colleges, and foundations—will approach $7 billion next year.

There is keen competition in industry for new products and new production methods. Automation is growing in industry, business, and education. There are requirements in defense, in medicine, and in other branches of applied science for new metals, new electronic devices, new fuels, and other new materials and techniques.

This vast potential for science and technology means steadily rising requirements for brainpower—for minds trained not only to apply the results of present research, but to press forward to new knowledge.

The Committee believes that solutions to the national problem will be found at the local level—through down-to-earth action in classrooms, factories, and laboratories. Consequently, the chief target of the Committee's work has been development of local programs to utilize fully the available manpower, to mobilize community resources for improving science and mathematics education, and to attract young people with aptitudes for science and engineering into these fields.

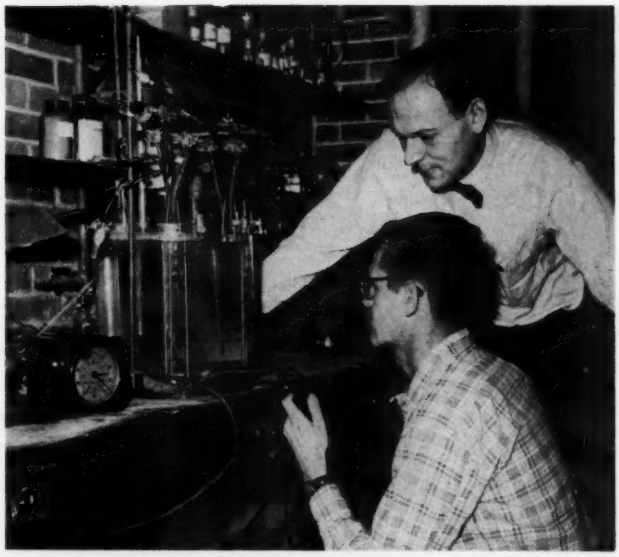
Here are some of the things the Committee has done toward accomplishing these objectives:

1. Utilization of Available Manpower

The term "utilization" does not embrace a single specialized type of effort. It refers to the sum total of several personnel activities. Opportunities for advancement as scientists and engineers, the elimination of routine assignments, the scope and adequacy of training, recognition of the professional atmosphere under which the scientist and engineer thrive best, the breadth of employee services—these are among the components which make up the area usually summed up as "utilization."

As to the benefits of better utilization, in its broadest effect it helps to conserve the Nation's vital technological resources. For the individual, it brings better professional development, higher morale, more income, and greater creative contributions to discovery and production. For industry, better utilization results in a greater return per dollar spent.

A group of utilization specialists called together by the President's Committee determined that a vital first step toward better utilization was to free scientists and engineers from routine duties and from work that could be performed by nonprofessional employees. They turned to a relatively new occupational member of the American industrial economy—the technician—who combines some professional knowledge and training with the skills of the expert craftsman.



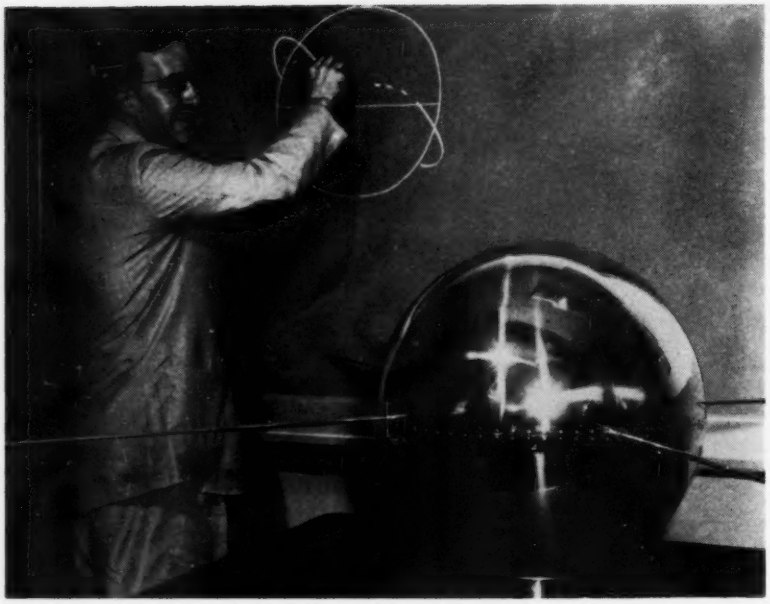
Professor Charles Tanford (standing) and graduate assistant John Buzzell work on a physico-chemical research project at Iowa State University under a grant from the National Science Foundation.

The Working Group set two objectives: (1) To gain recognition for the technician as a key worker, thereby convincing more young people that technical education could mean good job opportunities, and (2) to spur the technical institutes and the colleges into increasing the 2-year technician training, thereby increasing the supply. The Group drew into the program the colleges and technical institutes, industry, employment agencies, and the Department of Defense.

I have recently received a report from the Working Group, and I am proud to convey the essence of this report: The Nation is now conscious of the value of the technician in helping to relieve the technological manpower shortage; extensive activity is now going on in the technical institutes, the colleges, and within industry, in training and recruiting technicians.

To provide a clearer basis for the employment of technicians in industry, the Bureau of Employment Security of the Department of Labor is preparing a supplement to the DICTIONARY OF OCCUPATIONAL TITLES with uniform and objective descriptions of an estimated 600 jobs performed by scientific and engineering technicians. This codification will help educational institutions and industry in identifying and delineating the work of the technician with salutary effects on their training, utilization, and status. Uniform job descriptions will also minimize the wastage of skills by transfers from one company or industry to another.

The Bureau of Labor Statistics has undertaken a revision of its counseling pamphlet on technicians. Data on technicians are now being included in the information on current employer needs and the em-



Dr. John P. Hagan, director of Project Vanguard, inspects the first full-scale model of the scientific earth satellite.

U. S. Navy photo

ployment outlook published at intervals by the Bureau of Labor Statistics and the Bureau of Employment Security.

Another Committee group next turned to conservation of professional skills among scientists and engineers themselves. The group called on their various local affiliates and on colleges of engineering to provide local leadership in staging a series of utilization "clinics" over the country.

The clinics are bringing together educators, industrialists, personnel executives, and members of engineering staffs. In determining the most successful techniques in industry to conserve engineering manpower, the conferences look for "tested practices in recruitment, better engineering management through job placement, organization of duties, and additional training for increased competence."

The first clinic was held recently in Charleston, W. Va., sponsored by the College of Engineering of West Virginia University and the West Virginia Chapter of the National Society of Professional Engineers. More than 150 representatives of industrial and research firms in the region took part in the 2-day meeting.

A second regional clinic was held in Houston, Tex., sponsored by several Texas and Houston professional and industrial groups, Rice Institute, and the University of Houston. Some 300 industrialists, scientists, engineers, educators, and personnel officials attended.

2. Local Action Programs

Local action has been the keynote of the Federal Government's approach to meeting requirements for scientific and technological manpower. The Executive Director of the President's Committee set out Committee objectives in these words:

There is no substitute for local action in the United States, particularly in matters concerned with education and the school system. The integration of many local efforts across the country will achieve a national impact on the national problem.

Many effective local programs predate the existence of the President's Committee. One of our chief functions is to serve as a clearing house for assembling and documenting local experiences, finding new ideas and uncovering new experiments, and making all these available to newly-developing local programs.

Chief objective of the Committee's encouragement of local action has been improvement of science and mathematics education in elementary and secondary schools.

The Committee has encouraged or initiated community programs which bring together industrial firms, foundations, schools, labor unions, and professional societies. The programs provide teacher aids, films and books, summer workshops and employment, industrial tours, science exhibits and demonstrations, student guidance, and guest teachers from industry.

3. Motivation

Motivation of young people into scientific and enginering careers—one of the chief objectives of the President's Committee—demands a broad range of activities. Motivation is carried on directly through improved teaching, testing, and other steps in the schools and by employment counseling and testing by public employment offices and other organizations. It is done indirectly through publicity that reaches students, parents, teachers, and the general public. Direct motivation and guidance induce the student to study science and mathematics courses in preparation for scientific careers. Indirect motivation serves to create an atmosphere of understanding and acceptance for the scientist as a person, and to raise the status of science and technology.

To stimulate the interest of talented young people in scientific pursuits, the Committee joined with 17 other organizations concerned with science education

in sponsoring National Science Youth Month. The United States for many years has had science fairs, science clubs, talent searches, and scholarship contests. These draw young people into direct participation in science pursuits, provide group interests, produce physical evidence of skills, and offer incentives through recognition and awards. Concentration of these activities during National Science Youth Month gives a nationwide impact and generates additional participation over the country.

A Better Talent Utilization program is in the formative stage. The purpose is to evolve some effective techniques for persuading talented youth to continue their education to the levels which their abilities warrant.

Local committees will be asked to select for special guidance and counseling students with scholastic ability and high aptitude scores but who plan to discontinue their formal education either during or after high school. These students will receive counseling from scientists and engineers. The United States Employment Service is cooperating in fostering pilot projects in several cities.

These are among the Committee's activities to create new job opportunities for America's young people, open new fields for education and study, and provide for continued growth and promotion. We believe that our efforts to promote community action are analogous to the recognition by the Department of Labor that the local employment office is the heart of the employment security system. We are already depending in large measure on the information furnished by local employment offices to the Bureau of Employment Security for the current story on demand for scientists and engineers. We are counting on local employment office participation in community groups on scientists and engineers to help them succeed.

ES Is the Catalyst . . .

TRAINING PROGRAMS SOLVE EMPLOYER PROBLEMS

By **BEN R. WORLEY**

Technical Services Specialist
Arkansas Employment Security Division

STAFFING schedules and occupational analysis, plans of service, and job specifications, the DICTIONARY OF OCCUPATIONAL TITLES and Aptitude Tests, labor market information and job families, are some of the dynamic tools and techniques developed in cooperation with management, which are being used by the Employment Service to assist employers in meeting their changing occupational needs.

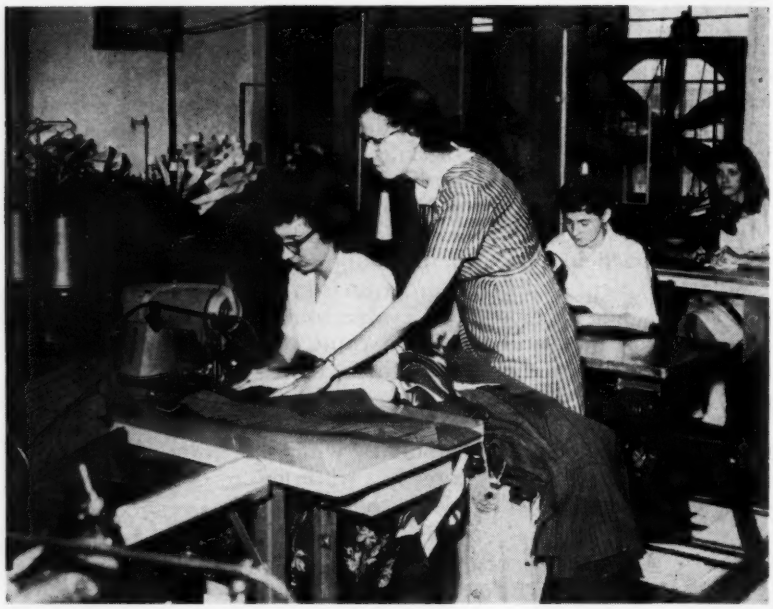
In our expanding economy, with its ever changing technology, the supply and composition of labor plays a forceful and important role; new, expanded, or relocated industries must have trained manpower. Arkansas has and is receiving a goodly share of these industries and their managements have discovered what the Employment Service, in cooperation with other community agencies, can do to help meet their needs for adequate and qualified personnel. Some examples of this service are given below.

Jonesboro

Colson Corporation officials visited Jonesboro to talk about moving their Castor Manufacturing Plant into that area. Civic leaders supplied information on community facilities and natural resources. But what about labor? Personnel from the local office provided facts concerning sources of labor, average education, adaptability, and other characteristics. Most of the skills and training possessed by workers in the community had been acquired in the woodworking industry.

The first demand would be for 20 machinists. Could the skill level of the local labor force be raised through training to meet the need? Plant officials decided the idea was feasible and when the company decided to locate in Jonesboro, they called on the local office to supply the workers. From well prepared plantwide job specifications, including employer requirements, a staffing pattern was prepared. The plant job titles were converted to DOT titles, including job breakdowns. Specific aptitude test batteries were selected for use in the initial screening process.

The Trade and Industrial Department of Education and the Bureau of Apprenticeship agreed to cooperate in the training. The T and I Department would provide the instructor and the local school board the space. The plant shipped tools, gages, instruments, devices, and training course material. Preparation



After completing a Job Instructor Training Course in Fort Smith, Helen Harris (standing) began using the training as a supervisor in an actual work situation.

was complete for a new local office experience. Initially, we selected 116 individuals for training referral consideration. Further screening and processing reduced the number to 48 for referral. Of this number, 38 entered the school and 34 finished the course and were hired.

The staffing pattern also called for industrial and mechanical engineers. The chief engineer decided to reduce these jobs to their components, using undergraduates as draftsmen, designers, time analysts, and production planners. The local office recruited and referred workers with these levels of training and experience.

Time has proved these methods to be sound. Trainees were ready by the time the machinery was installed. Engineering demands have been met and the Colson Corporation is in full operation in Jonesboro.

Marked Tree

The Gotham Chalkboard Company of New Rochelle, N. Y., established a plant in Marked Tree, a town 30 miles from Jonesboro, to manufacture school blackboards, bulletin boards, and toy blackboards. Labor demand was mainly for semiskilled workers. Most of the workers available in the community were unskilled or farm workers.

After considerable planning, the Trade and Industrial Department of Education set up a course and furnished the instructor to prepare these workers for semiskilled jobs. Again job specifications, staffing schedules, the DOT, and aptitude test batteries played an important role. Of the 32 persons referred for training, all but 2 completed the first course.

The company's staffing pattern was completed by a small office force, recruited and referred by the Employment Service, a few skilled operators, and a plant supervisor.

Again patient, understanding plant officials, Trade and Industrial Department instructors, Employmen Security personnel, local civic leaders, and interested labor representatives working together made an economic contribution to a small town by helping workers attain a higher level of skill through well planned organized training methods.

Fort Smith

There are 120 different kinds of industry in Fort Smith. Industries new to the city and expansion of older ones have caused the local office to take a new look. Electrically controlled and automated devices demand more selective referral of workers. Test-selected applicants are increasingly in demand. High-level skills are scarce; clearance orders for such workers had been bringing little response. What methods and plans can be employed? When localized training was suggested, it met with a "let's try it" response by interested management.

The Trade and Industrial Department of Education was most cooperative. Could training given at a supervisory level reach the worker? Only experience could provide the answer.

In April 1957, seven representatives from six selected firms attended a 10-hour "Job Method Training" course held in 2-hour night sessions in the local office. Interest was high and the news spread throughout the industry.

During the first week of September, 29 foremen and supervisors, representing eight industrial firms, attended a similar training course in the local office. Some of these trainees have already begun to translate the practical on-the-job training demonstrations to specific situations in their own plants.

A furniture plant has asked the Trade and Industrial Department of Education to conduct a course in "Foremen Training" tailored to the needs of its own establishment.

At our invitation a representative of the U. S.

Bureau of Apprenticeship and Training met with a group of employers in a night session at the local office. A machine shop and an electrical motor manufacturer were immediately interested in a training program. The local office was to select and refer the applicants.

Little Rock

The owner of a dry cleaning establishment visited the Little Rock local office to discuss personnel problems prevalent in his plant and throughout the industry. There were shortages of wool pressers, spotters, and silk finishers. This employer felt that the placement interviewers were doing as good a job as possible with an inadequate supply of qualified applicants.

Following this visit, local office personnel met to determine an effective way to serve the industry. Many suggestions were offered. The local office chose to explore the possibility of organizing a training school to train workers for these shortage occupations. Three immediate problems arose: Space and equipment, an instructor, and a source and plan for recruiting trainees.

These problems were solved one by one. The Director of Goodwill Industries offered space, equipment, and materials. The President of the Dry Cleaning Industry met with local office representatives and appointed a committee to determine the adequacy of facilities for training. Through the Director of the Little Rock Vocational School, the State Board of Education would provide a full-time paid instructor. Each class was to have at least 10 members with 2 hours of classroom instruction followed by 4 hours on-the-job training per day. The Dry Cleaners Association decided that 125 hours of training would be necessary to provide qualified entry workers.

Methods and plans were developed with employers in the Laundry and Dry Cleaning Industry to absorb the trainees upon completion of the training period and to establish employer requirements to aid in the initial selection and referral of applicants to the training class.

An instructor with previous vocational experience was hired. The Dry Cleaners Association appropriated $25 per month to buy chemicals and supplies. One member donated a steam press valued at $500; others donated spotting boards, irons, and other training equipment. Individual members installed this equipment after their own establishments closed for the day.

The training school was set up in the Laundry and Dry Cleaning Department of the Goodwill Industries. Work materials were items of wearing apparel donated by the public to be renovated and offered for sale.

During the organization period, procedures were developed for recruitment, selection, testing, and referral of suitable trainees. The prospective trainees came to the office in response to radio announcements, press releases, and suggestions by workers in the industry. By May 29, 30 trainees had been referred to the training class which was to begin June 3, 1957.

Dropouts by trainees who were unable to support themselves during the training period created the major problem. Of the 9 who completed the training, 8 were immediately placed in local establishments; the other left the city for employment elsewhere. Results of a followup conducted 5 to 6 weeks after placement were encouraging. Employers who hired the trainees commend the work done at the training school.

The Dry Cleaners Association of Little Rock plans to sponsor the training as a permanent project, continuing it as a night school so the trainees may work while learning.

Forrest City

In September 1956, the Yale and Towne Manufacturing Company announced its decision to locate a plant in Forrest City, a town of 7,600 whose economy

Dry cleaning shop owners in Little Rock instruct a trainee in cleaning and pressing techniques.

Barney C. Carlton, instructor (right), explains operation of a machine to trainees in a course conducted in Forrest City.

is based primarily on agricultural activity. This company planned to manufacture hand and hydraulic lift trucks and chain hoists. Fabrication, assembling, shipping, and other component departments would make a complete independent unit of this plant. A wide range of skills would be needed, with 90 percent of the workers in skilled and semiskilled groups.

The company sent prepared job descriptions from which departmental staffing schedules were prepared. Plant job titles were converted to the DOT titles and codes.

Specific aptitude test batteries were selected to be used in the referral process. Radio and newspaper releases brought numerous applicants to the local office but it soon became apparent that the skilled workers required to complete plant staffing were not available locally.

Training seemed to be the solution to the problem. The Chamber of Commerce arranged for a suitable building and utilities. The company shipped and set up machines and equipment sufficient to train enough workers for an initial production force. The Arkansas Development Commission arranged for the instructor. During the preparation period, the local office had recruited, selected, and tested 40 trainees who would attend 4 hours of classes daily, with 20 in each class.

Of the 172 trainees finally referred to the school, 153 have completed the course and in mid-October were on a standby basis awaiting the opening of the plant. The number of trainees will be increased to 400 during the next 6 months and further training will be conducted in the plant when it goes into operation. Recruitment and referral of professional, technical, and clerical workers have been continuous and the staffing of the various departments is practically completed.

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These experiences clearly demonstrate that changing occupational needs can be met through training when enlightened employers, local civic groups, and interested State government departments join in a spirit of cooperation to focus their abilities, experiences, and resources on a problem affecting the entire community.

A TEAM APPROACH TO OCCUPATIONAL ANALYSIS

By **CARL A. HEINZ**

Chief, Division of Placement Methods
Bureau of Employment Security

ALL major aspects of Employment Service operations are dependent on the availability of accurate and current occupational information.

Work experience in the form of occupational information is obtained from a job applicant. At the same time, occupational information concerning the duties and requirements of job openings is obtained from employing establishments and made available to the placement interviewers. In this way interviewers are able to determine an applicant's qualifications for a specific vacancy, while the applicant has a basis on which to evaluate the desirability of the job from his own personal point of view.

Counselors assist individuals in making wise vocational decisions only to the extent that they can provide accurate occupational information with indications of duties and skills involved and qualifications required. Without such data against which to make comparisons, the counselee's abilities would be assessed in a vacuum.

In determining the potentialities of handicapped persons for specific occupations, there is an implied assumption that sufficient occupational information is available on which to base estimates of the physical requirements of the job. When dealing with discharged veterans and mature persons seeking to reenter the labor market, we must relate a worker's previous experience to current employer requirements in similar types of jobs. Occupational information in this situation provides the clues needed to determine the relative transferability of workers.

Many other aspects of Employment Service operations are predicated on the availability of valid occupational information. Community surveys are another important case in point. In assessing the industrial potentiality of an entire community, occupational information concerning available skills is gathered from the community. This information serves prospective employers by providing data on the skill potential of the work force so that decisions on new plant construction can take available labor into account.

Let us look at two case histories which illustrate the relationship of occupational information to specific local office operations.

John never really thought about occupational information, and probably wouldn't recognize its potentialities if he were presented with a volume of job descriptions. Last March, however, it turned out to be very useful to him.

For 8 years John worked in a rayon plant where he tended a spinning machine that forced liquid cellulose solution through holes into a solidifying bath, and wound the solidified filaments into a thread. The plant in which he had worked was forced to reduce operations drastically as a result of increasing competition from the newer synthetics. And last March, at the age of 39, John found himself out of work. Without a backlog of savings to tide his family over, and with house payments coming due, John searched for work in a one-industry town which had lost all but a small part of that single industry.

The alert community, however, had not been content to sit back in helpless lethargy. The skills of the available work force were quickly assessed and presented to companies seeking potential plant sites. A small electronics manufacturer was interested. He was particularly impressed with the occupational data that related specific skills such as John's spinning machine experience to his own needs for such workers as insulating machine operators. The data revealed that the duties were related, that additional training time would be extremely short, and that, in general, the same types of individuals were required for both jobs. John, his new employer, and the community as a whole all benefited from the direct application of current and valid job information.

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Bill's case didn't turn out quite so well. His last job was in a paper and pulp plant that was forced to close down because of a shortage of raw materials, Bill's skill in that plant had absolutely no counterpart in the jobs remaining in the community. It was necessary for him to go back to his only previous experience, which was as an assembler on the production line of an automobile plant, in order to plan a job development program.

The town in which Bill resides and has his roots has a fairly extensive automobile industry. Unfortunately, technological changes had occurred in the industry since Bill worked there. That assembly job had become a machine operation that he couldn't quite manage because of the completely new skills and training that were required. Bill was all for returning to the automobile industry, which he liked, and the problem appeared to be the simple one of finding a related type of job which would have utilized his previous skills.

The changes which had taken place in the industry in the meantime, however, were not reflected in the DICTIONARY OF OCCUPATIONAL TITLES or related publications. There were no data on which to develop a list of job potentials for Bill, to serve as a basis for "selling" him as an individual to an employer. Bill was out of work, for a longer time than necessary, until sufficient information was accumulated about the new types of automobile jobs to provide a realistic basis on which to sell his talents. In this case the lack of current and accurate job information meant a considerable loss in earnings to an otherwise qualified individual.

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The approach designated as the occupational analysis program has proved the most useful to avoid having to deal with applicants such as Bill, employers, and community problems in terms of obsolete information. For many years now, the primary source of occupational information for the national office has been the various State Employment Services. The State Services are closer to the points of origin of such information, and are, of course, the prime users of the data once they are processed into a meaningful form. These State Services supply the basic occupational information for processing into definitions, job relationships, job descriptions, occupational guides, and other tools and techniques by either the national office or State agencies.

The cooperative Federal-State relationship in occupational analysis has been of great value to all parts of the Employment Service, and has resulted in a number of basic, standard publications. This cooperative relationship has assumed a number of different forms which may be mentioned briefly.

1. Local office operating personnel coming in contact with jobs either not covered specifically by the DICTIONARY OF OCCUPATIONAL TITLES or covered inadequately, submit a brief description of that job to the national office. The national office immediately returns a suitable code to the originating State agency for operating purposes. The code is permanently as-

signed, and reserved for subsequent publication of the jobs concerned. At some later date, the information is converted into a Dictionary definition, either by the national office or by a State agency under the Federal-State definition writing program mentioned below. This procedure is called the ES–282 procedure, after the form used to submit such data.

Most States Send New Job Data

As of this date, almost every State agency has submitted some job information under this program. Approximately one-third of the States submitting data, however, have accounted for over 80 percent of all ES–282's, which are received at the rate of approximately 500 each year. This figure provides a crude indicator of the coverage in the Dictionary requiring modification.

The data received under the ES–282 procedure varies from extremely sketchy to extremely detailed. Incomplete data pose a complex problem to personnel responsible for processing the occupational information. Steps will be taken in the near future to improve the quality of these ES–282's. For example, it may be feasible to request State agencies to verify ES–282's submitted by other agencies. In any event, the procedure which was specifically designed to maintain contact with new and modified jobs coming into being has, in part, been meeting that objective.

2. A second type of activity is the Federal-State job analysis project, through which funds are allocated to State agencies for job analysis studies in specific industries. During the first 5 years of its operation (fiscal years 1953–57) a total of 96 man years was allocated to 21 different State agencies for studies in 64 industries. Over 28,000 job analyses and verifications were completed during that period. The data are transmitted to the national office where they are either developed into a final form, or assigned to another State agency for further development as described below.

3. A special study sponsored by the National Science Foundation represents another area of Federal-State relationship in the field of job analysis. The study seeks to clarify the role of the technician in engineering and physical science activities, as an attack on the problem of shortages in those professional activities. More specifically, it seeks to identify and delineate those technicians' duties which are considered supporting to engineers and physical scientists, and to identify those aspects of the engineers' and scientists' jobs which may reasonably be performed by technicians.

The resources of the State agencies are being drawn upon to facilitate the collection and processing of occupational source data. As of this moment, 12 States are participating, with the possibility that all States will be invited to contribute information in the near future. A special supplement to the Dictionary, containing brief descriptions of the technicians' jobs studied, is anticipated. If feasible, special brochures on selected technicians' occupations will also be prepared.

4. Still another type of cooperative relationship is the Federal-State definition writing project. Funds in this case are allocated to State agencies for the preparation of Dictionary definitions. Source material for the preparation of this type of occupational information comes from the Federal-State job analysis program. Over the past several years, a total of 22 man years has been allocated to nine different State agencies for definition studies covering 13 industries. Seven of these industry studies have been completed and it is anticipated that they will be published in the near future.

5. Recently, a number of State agencies have been requested to assist in the completion of a research project initiated some time ago at the national office. The project is designed to lead to the development of a functional occupational classification structure. It was decided early in the project that the main criterion for the new classification structure would be one that made available to employers the largest number of qualified workers, and exposed workers to the largest number of openings for which they were potentially suited. It was also designed to replace the dual classification system presently in use, by a single flexible structure. In these respects, the structure would be functional in nature.

The components forming the basis of the research include work performed, training time, aptitudes, interests, temperaments, physical demands and working conditions, and industry. The selection of these components gave direction to the type of structure that would be developed, namely, that it would be one made up of both technological factors and worker characteristics. Suitable scales and rating devices were developed for each component, so that any job could be rated in terms of each of the components.

While the experimental work was proceeding, it was felt that a contribution to local office operations could be made by publishing the individual component ratings on the 4,000 sample jobs. As a consequence, the ESTIMATES OF WORKER TRAIT REQUIREMENTS FOR 4,000 JOBS AS DEFINED IN THE DICTIONARY OF OCCUPATIONAL TITLES was released during 1957. Training in the methods used in deriving the estimates is currently being given in a number of local offices

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For articles concerning the Functional Occupational Classification Project appearing in previous issues of BES publications, see:

Fine, S. A.—"Development of Occupational Analysis," *Employment Security Review,* July 1947.

Studdiford, W. S.—"New Occupational Classification Structure," *Employment Security Review,* September 1953.

Klein, E.—"Better Tools for Serving the Handicapped," *Employment Security Review,* September 1953.

Boling, J.—"Worker Characteristics Important to a Variety of Jobs," *Employment Security Review,* April 1954.

Gleason, C. W.—"A New Aid for Counseling and Selective Placement," *Employment Security Review,* September 1956.

Fine, S. A.—"Matching Men and Jobs—A New Look," *Labor Market and Employment Security,* May 1956.

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to test their utility in the placement and counseling processes. In addition, an application of the functional technique is being attempted in the area of job analysis. One State agency is currently experimenting with a revised job analysis procedure utilizing the Functional Occupational Classification Project (FOCP) components as a base. Studies are being conducted in a number of industries to evaluate the type of occupational data that result.

In the meantime, work is proceeding on the classification structure itself. With the assistance of State personnel, it is expected that a completed structure may be available for testing in the near future.

Must Keep Information Current

The American economy, however, is a dynamic, fluid one that does not wait on research findings. Applied industrial research, resulting in automation, atomic energy, and the use of electronic computers has created a host of new occupations. Technological changes in many industries, such as electronics, chemicals, food processing, missiles, and synthetic fibers have also resulted in the creation of new jobs and the modification of existing ones. If the Employment Service is to continue to serve individuals, employers, and entire communities, it must keep pace with this ever-changing job picture. The way to do it is through the maintenance of occupational information on a current basis.

To keep occupational information current and accurate, it is desirable to expand the ES–282 procedure. All State agencies should participate to the maximum possible degree, submitting job data that are comprehensive and detailed. Discussions are being held to determine the feasibility of increasing the number of agencies participating in the Federal-State job analysis and definition writing programs. Plans are being developed for utilizing State resources for the verification of published materials so that future releases will reflect the current occupational picture. Ultimately all efforts expended by the various State agencies in gathering and submitting job information are returned to the States in the form of usable publications designed to serve specific operating needs.

Plans are also being considered for an occupational information exchange. Its primary purpose would be to keep all States informed of occupational analysis or related special studies being conducted throughout the country. Any State agency conducting such studies, or learning of special developments in the field of job analysis, could submit a brief report to the national office. These reports would be issued periodically to serve as a clearinghouse for all occupational analysis and information activities. It is possible that considerable duplication of effort could be avoided through such a procedure.

If the information exchange proved successful, its scope could be enlarged to include technical developments in the field, new research findings in related fields, reviews of pertinent books, and any other items that would bear on the professional development of occupational analysis as a technical discipline.

The significance of occupational information at all levels of Employment Service operations is self-evident. It must be comprehensive, accurate, and current, if significant contributions are to continue to be made in the areas of placement, counseling, and employer relations. The cooperative Federal-State relationships indicated above offer the most fruitful approach to the accumulation and processing of such information.

Each State agency can make its own unique contribution to the overall objective. This can best be accomplished if all operating personnel remain aware of the need for maintaining current information. We in the national office look forward to expanding and strengthening the cooperative occupational information program, and to developing tools and techniques that will serve more efficiently the operating needs of all State services. We also welcome essential occupational data, and State agency comments on any phase of the occupational analysis program. If we are to continue to go forward, as we must, it can be done efficiently only with the combined resources of a total, unified service.

AT PRESS TIME

(*Continued from page 22*)

most competent authorities to make sure that it continues to operate on the soundest possible basis over the years ahead, and that the income will always be sufficient to pay the benefits provided by law."

Single OASI Checks for Couples

ELDERLY couples soon may receive their monthly social security payments in a single check instead of separately, the Social Security Administration announced last month. Officials said the single-check procedure has been used on a limited basis in the last several months and has proved so successful that it will be extended to all retired couples in 1958.

Any beneficiary who objects to the combined payment will be paid by separate check.

It is estimated that the change to single checks for elderly couples could reduce the number of checks issued by 20 million and save the social security system about $1 million a year.

The issuance of single checks to married couples began in September 1956 for new beneficiaries. In the first 10 months of operation, the new payment method reduced by one-half the cost of writing checks in these cases.

Beginning in January 1958, the Bureau of Old-Age and Survivors Insurance will extend the practice of issuing single checks to elderly couples who were on social security rolls prior to September 1956.

No combination of social security benefits payable to a husband and wife will be made where they are not living together, or where part of the wife's benefit is based upon her own record of work under social security.

One of the more interesting codes added to the DOT in recent years is that of Pizza Maker.

Keeping Pace With Changing Occupations

By JOHN L. McGOLDRICK, *Supervisor of Occupational Analysis and Industry Services*
and HENRY S. D'AURIA, *Occupational Analyst, Newark Industrial Office*
New Jersey Division of Employment Security

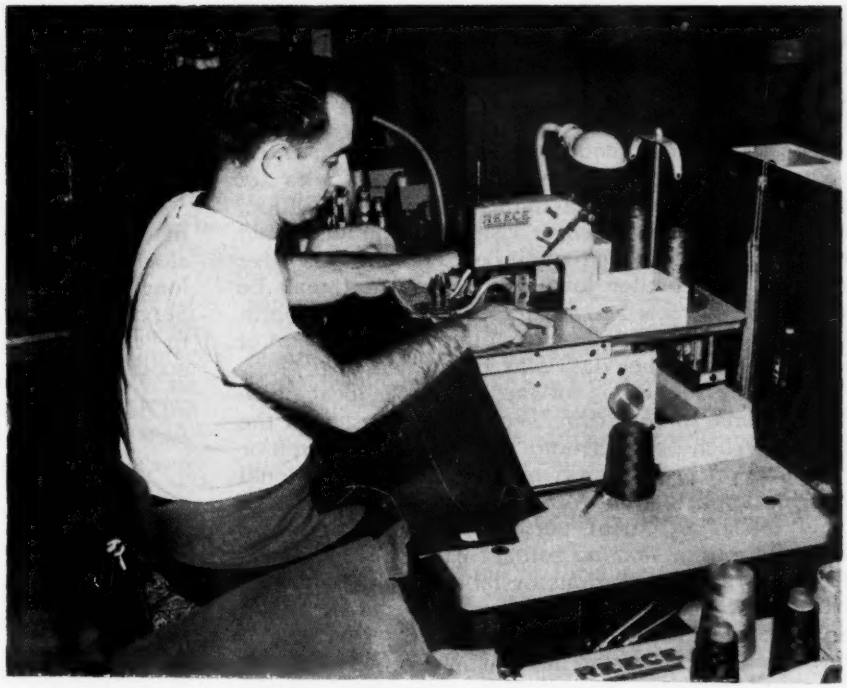
"I NEED a Pizza Maker!" This simple telephone call to the Newark Industrial Office resulted in the addition of a new job to the DICTIONARY OF OCCUPATIONAL TITLES. Despite the fact that millions of pizzas are consumed each year, the job could not be found in the Dictionary. This illustrates that just because a job title or product bears a familiar name, it does not necessarily follow that occupational information is available. We submitted a code request and in a matter of days a new code was issued. Now the job has been defined and can be precisely classified.

As children, all of us remember being admonished to "mind your own business." This certainly is a good adage for those in the Employment Service to follow because in effect our business is occupations. It is, therefore, incumbent upon the Service to maintain the most current storehouse of information about jobs in the community, State, and Nation. The dynamic nature of job titles and job duties requires a constant effort to keep classifications abreast of the changing nature of occupations.

At the time of the industrial revolution, the machinist made machines, the carpenter constructed buildings, and the tailor fashioned entire garments. Nowadays, in our highly industrialized economy, these occupations have been broken down into hundreds of separate specialized jobs covering the gamut of skill levels.

As an example, a recent development in the mass production of high-grade garments has been the piped or French buttonhole. Formerly, a highly skilled worker was required to slit the buttonhole, insert the patch, and finish the operation by hand or on a single needle sewing machine. Now this tedious procedure, with the quality of output dependent on human skill, has been replaced by semi-automatic equipment requiring a worker to tend the machine which performs the complete operaton in a matter of seconds. As a result, a new occupation has appeared in the DOT—PIPED BUTTONHOLE MACHINE OPERATOR, 6–27. 527.

Technological changes come about because of keener competition, broadening markets, and the development of new and more refined products. The awareness of the importance of research in American industry has its impact in the field of occupational information. The development of new instruments in locating, measuring, and gaging electronic and marine phenomena has given birth to new jobs. The job of String Saw Operator, or as it is now titled, CRYSTAL CUTTER, 6–98.074, is a typical case. This worker uses a string arrangement to cut sodium-iodide crystal blocks to sizes which



Many operations in the apparel industry which formerly required extensive handwork now are done almost entirely by machines.

are used in geiger and scintillation counters and other electronic instruments.

Research has produced a new marine depth and temperature measuring instrument known as the Bathythermograph which resulted in the new job of SLIDE PROCESSOR, 7–09.205. This worker coats, smokes, and measures the density of coating of a series of translucent glass slides which are critical component parts of the instrument.

Meeting changing occupational needs is a day-to-day challenge to maintain the broadest as well as the most current classification system. How do we meet this challenge? The most common incidence of the need for a new classification is evident in the day-to-day work of local office interviewers. An order such as the one cited at the beginning of this article or the classification of an application card bring to the attention of local office people the fact that many jobs are not presently listed.

About 100 occupational code requests were processed from the local offices in New Jersey during the past year. This number probably does not reflect the total additional occupations appearing in the State during the same period. Undoubtedly, there are cases in which code requests should have been submitted but were not. Likewise, there probably were many new occupations for which we did not receive orders or applications.

The appearance of new jobs may come to our attention during the course of employer visits. Inquiries from employers, the development of job specifications, and other activities connected with our employer contacting program bring to light needs for new titles, codes, and job descriptions. New jobs are discovered in connection with job analysis projects, the development of staffing schedules, turnover studies, and investigation of the applicability of our specific test batteries.

The introduction of automatic machinery gives rise to new jobs. An example is the case of a large chemical manufacturing plant. When automatic machinery was introduced there, the job duties of a large percentage of the production workers were changed. A number of occupational code requests resulted.

Changes in production techniques also bring the need for added classifications. A company in northern New Jersey changed the method of processing photographic color film, color slides, and color photoprints. We could find few of the production jobs in the DOT, so we developed a staffing schedule. These jobs will be reflected in Dictionary supplements.

Another example of the need for new classifications has occurred because of shortages of qualified professional and technical engineering personnel. The use of less qualified individuals as technicians in support of engineers has created new sets of job duties and occupations.

Why is it important to report the development of new occupations? Obviously, the matching of people with jobs is not as precise a scientific process as machining to fine tolerances or evaluating precious metals. However, even though we are dealing with human beings, the comparing of code numbers on orders with registration cards, is to some extent, a numerical matching. The card of the applicant who has not been accurately classified in terms of current occupations may never be pulled for referral to a job for which he can qualify. The risk of making a poor selection or referral is greater when the tools we use do not reflect occupations as they exist in today's job market.

In past years some local office people were reluctant to submit occupational code requests because they thought that considerable red tape was involved. Actually, the present method of obtaining new codes is quite simple.

The occupational code request is initiated by interviewers, counselors, or other staff members who are confronted with a new job in the course of registration, order taking, and employer visiting. The individual then prepares the code request based on his knowledge about the particular job. For example, it may be impossible to record more than the title of the job in one plant while in another a complete description of job duties and other data may be available.

The code request is forwarded to the local office occupational analyst who checks the request with the DOT. When he determines that a new definition or classification is necessary, he obtains any additional information by actually observing the job, questioning local office placement personnel who are familiar with the job, or making contact with outside sources such as trade associations or labor unions.

The data gathered are recorded in terms of job analysis schedules, job specifications, or simply through a narrative statement which is entered on the occupational code request and transmitted to the State administrative office.

The Occupational Analysis Section of the State administrative office reviews the information received from the local office and checks to verify that a similar request has not been processed elsewhere in the State. Occasionally, requests for occupational codes and data are received almost simultaneously from more than one local office for identical jobs, thus permitting preparation of a composite definition.

When the administrative office determines that a new code is necessary, the request and all supporting occupational information are forwarded to the Bureau through the regional office. In a short time, the Bureau returns the request with the new title and code recorded. This material is then transmitted to the local office for use in operations.

Experience Not Enough

Our ability as a Service to keep pace with the changing occupational structure in the modern industrial era will determine, to a large extent, the manner in which our collective responsibilities are discharged. No one can afford the complacent feeling that he knows the jobs in his area as a result of long experience.

There have been many occupational changes, even in some traditional social and recreational spheres in the recent past. BRIDAL CONSULTANT, 1–97.20 and EYE GLASS FRAME DECORATOR, 5–09.055 have appeared on the scene only recently. The modern pin spotting machine used in bowling alleys has replaced many pin boys but it has also created the new job of PIN SPOTTING MACHINE MECHANIC, 5–83.882. Nearly all the automobiles produced today are equipped with directional signals. The manufacture of these signals gave rise to the job of FLASHER UNIT ADJUSTER, 9–00.91.

About 2,300 years ago Aristotle commented that in practical matters the end is not mere speculative knowledge of what is to be done, but rather the doing of it. It is not enough to know about "things" but we must endeavor to use them.

One "thing" which is an ever present characteristic in our operations is "change." Our ability to *write about* and *discuss* "change" in occupations will, in the long run, be of little importance. The ability of our Service to *recognize*, *report*, and *do something* with respect to "change" will be the "thing" that helps to make us good in 1958.

Arizona Manpower Requirements

(*Continued from page 12*)

The four programs in the plan are the *Cooperative*, or Cincinnati Plan, where students alternately work and study for 6 months; the *Time Release* program where students leave work during the day for specific classes; the *Concurrent Work-Study* program, in which students work and attend classes 4 hours each day; and the *Seasonal Employment* program, in which students have guaranteed jobs each summer. Among the firms cooperating with the Arizona State College in the inaguuration of this program are: The Western Military Electronics Center of Motorola, Inc., Goodyear Aircraft, Inc., Arizona Public Service, AiResearch, General Electric, the Fisher Construction Company, and the Arizona State Highway Department.

A new plan, called "Affiliated Faculty" has been started at Arizona State College at Tempe. This calls for the use of 45 highly paid specialists from six manufacturers and three hospitals of Phoenix to assist the college by teaching courses in engineering and medical technology. This plan is an effort to relieve the shortage of qualified professors in these critical subjects.

The Arizona State Employment Service can well take pride in the importance attached to the Manpower Project by the Honorable Ernest W. McFarland, Governor of Arizona. In a letter, dated September 20, 1957, to Roy Wendahl on the occasion of the latter's promotion to Vice President in Charge of Sales for the Hughes Aircraft Company, the Governor stated: "In cosponsoring the 'Manpower Requirements and Training Needs Study' recently completed by the Arizona State Employment Service, you have given concrete evidence of your personal and company belief in the progress of Arizona and the industrial future which is ours."

While this has been one of the most difficult projects to undertake and carry to completion, it has been one of the most rewarding to our personnel. Community, employer, and public relations have been greatly enhanced and will result in our being able to serve more applicants more effectively. The main objective—skill improvement to enable Arizona to expand its work force—is definitely being realized.

OCCUPATIONAL INFORMATION ON NEW JOBS

By CHARLES A. DAVIS

Occupational Analyst, Southern Area
California Department of Employment

IT WOULD seem almost impossible to determine the exact number of new jobs or significant job changes that have occurred throughout the country during the past decade. However, during the 5 years following the release of the current edition of the DICTIONARY OF OCCUPATIONAL TITLES in 1949, some 2,260 new and revised job definitions found their way to Washington and were published in the first supplement to the DOT in 1955. These definitions were prepared from Forms ES–282 which were submitted by State agencies requesting occupational code designations for jobs not covered in Volume I of the DOT, and from the job schedules prepared by occupational analysts in the various State agencies from actual observation of the work performed.

No one, I am sure, would question the fact that every phase of employment service activity depends upon clear, concise, and *current* job information. The use made of this information in the public employment office is perhaps so routine that we are unaware of its total value.

Qualifications of job seekers and specifications of employer orders are easily and conveniently classified and matched if the office has up-to-date information on the job involved. Job seekers with problems of vocational choice can, within a short time, become familiar with many different kinds of work that might be within the scope of their capacity. Using this medium, the employer relations interviewer may bring before employers the industrial services available through the local employment office.

How Is It Used Outside?

The picture would be incomplete if we did not include the use made of occupational information by schools and industry in planning the content of training programs, for it is from the schools that tomorrow's job seekers will find their way into the new occupations.

In the fall of 1955 job analysts of the Southern Area Office began a survey of the jobs found in the airframe branch of the aircraft industry in Southern California. By June 1957, more than 1,000 of these jobs had been surveyed; many different from the DICTIONARY OF OCCUPATIONAL TITLES description or represented entirely new occupations. Over 600 Job Analysis Schedules were forwarded to the Bureau of Employment Security for consideration in future DOT editions. More than 100 of these schedules dealt exclusively with technicians working on guided missile, electronics, or nuclear energy phases of the rapidly expanding programs of firms which prior to 1950 were engaged almost exclusively in the manufacture of conventional-type planes.

Besides describing the work performed, Job Analysis Schedules provide detailed information about the sources of workers; experience requirements; and in-plant, vocational, technical, and general educational training necessary for entry into and satisfactory performance on the job. They show the promotional patterns leading into and from the classification covered, as well as the supervision received or given by the worker. Additional information includes physical demands on the job, general working conditions, number employed by the particular firm, as well as prevailing and alternate job titles used by the company.

Survey Reveals New Methods

In the course of this survey, new methods of production were encountered, entailing preparation of new job classifications (some did not deal exclusively with airframe manufacturing). An example of such a processing innovation is the chemical milling of metals, by which large areas are accurately and even artistically removed from sheet stock and castings at points not requiring great strength. This processing results in economy of weight which is always of prime concern in aircraft design.

While the aircraft industry was being surveyed by the job analysts, Occupational Code Requests on 100 other new jobs encountered in the local offices throughout Southern California were sent to the Bureau on Form ES–282.

Form ES–282 plays an important part in our placement process, since it is the method used to submit information about jobs not found in the DOT to the Bureau of Employment Security. While job analysts are constantly working on many projects throughout the country, it would be impossible by this method alone to bring to light all the occupational changes that occur in industry.

By use of the ES–282 every local office interviewer should become a part-time job analyst. Actually, by writing little more than a good job specification, or an accurate description of work performed as found on a work application, the interviewer can obtain a code for the job and a new job description will find its way into the next edition of the DOT. Further, the interviewer can be assured that the application is properly classified in terms of the coding structure.

A review of our achievements in the Southern Cali-

fornia area over the past 2 years shows that approximately 600 new occupations have been recorded and submitted by our analysts. An additional 100 new jobs have been discovered and recorded on ES–282's by local office interviewers—yet this is merely one branch of the Department's statewide facilities. Information is also submitted on new occupations in other areas of the State, and by employment security agencies in all other States. This gives some indication of the vast program being conducted in an effort to keep abreast of the ever-changing patterns in our occupational structure.

Many more occupational changes are expected. Economists tell us that during the next decade the national gross product will increase by 40 percent while our population will increase by only 14 percent. The difference will be made up by new and more efficient methods of production.

For example, planners of tomorrow's kitchen have almost removed the word "work" from the housewife's daily routine. By merely sitting down at a "planning center" in the kitchen (which somewhat resembles the control panel of an airplane), the housewife may plan her meals and prepare and cook them without so much as touching the food with her hands. Still seated comfortably, she may look in on the nursery or answer the front door by closed TV circuit. Even the floor may be swept, mopped, and waxed by remote control. These innovations will do away with brooms and mops and many household necessities of today. Instead of electricians, electronic technicians will be hooking up the appliances.

A series of articles on "Man's New World," beginning in the October 7, 1957 issue of LIFE MAGAZINE had this timely comment:

"In his new world, man makes a multitude of new things and finds a multitude of new ways to make them. He deals with materials whose nature he could not even have guessed a few decades ago. . . .

"The new products and processes enable him to create more efficient factories and better working conditions, but leave him to deal with increasing industrial obsolescence. The techniques of automation give him more leisure time but bring fears of unemployment. The new fields offer new careers but place on educators a heavy burden of training scientists and technicians. The new jobs present new opportunities but disrupt the routine of living."

The role of the Employment Service in this picture seems clear enough. As our Nation progresses past the frontiers of these technological fields, there will be an ever-increasing number of new jobs. Probably a high percentage of these will be for technicians qualified to operate and maintain the amazing machines of tomorrow. It will be only through full use of the ES–282 completed by local office personnel and the work of the job analyst that we can keep abreast of this changing world of work.

Test Research and the Changing Job

By **EDWARD J. WAGNER**

Occupational Analyst, Industrial Services Section
Pennsylvania State Employment Service

TURNOVER is always a problem in industry. If excessive turnover exists, it results in wasted manpower and needless loss of production and profit. One of industry's most costly problems has proved to be the recruiting, hiring, assigning, and training of new workers to replace those who have separated from their jobs.

A Philadelphia firm was no exception to the rule. Although turnover existed among workers performing assembly operations, it had not reached the critical stage. Potentially it posed a problem which could grow progressively worse if allowed to continue, because of an anticipated increase in hiring to meet pressing production schedules. On the surface, there was nothing to indicate the reason for the existing turnover in the plant.

In order to be of service in eliminating excessive turnover, our Philadelphia district analysts met with the employer. During this preliminary session, it was agreed that all applicants for employment should be recruited by our Germantown local office in Philadelphia. Further study of the problem was in order. District and State office analysts met with employer representatives. All facets of the problem were studied in detail, including adverse working conditions, inadequate supervision, wage problems, selection, and assignment. None of the analyzed factors was deemed prominent or specific enough to justify the existing situation.

It was determined that an aptitude test battery was needed as an aid in the selection of workers with the abilities required to perform the assembly operations. An existing test battery, which appeared to be applicable, was used for a short period in the selection of workers, but this did not succeed in eliminating the turnover problem. It was then concluded that the development of an aptitude test battery designed specifically for the assembly job (Assembler, Electrical

These persons selected through use of the new test battery for Assembler, Electrical Accessories II prove themselves on the job.

Accessories II) at this employer's establishment would be warranted.

Our findings were discussed with the employer and he agreed to cooperate fully in the test development project offered by our agency. The various phases of test development were explained carefully and in detail to all supervisory heads and their subordinates. The workers completely understood that this program would not result in the loss of any of their jobs. With proper information and full understanding by all personnel involved, the test development study was initiated.

A detailed job analysis required the compilation of 17 job descriptions of which 13 were simple assembly operations containing common job factors. The remaining 4 inspection jobs varied to some degree, requiring workers to possess a higher level of judgment and skill in order to perform satisfactorily. The employer was informed of our findings and expressed an interest in an aptitude test for the 13 assembly operations which he considered entry jobs. His expectations regarding inexperienced workers were that newly hired employees could learn the 13 assembly tasks in a relatively short time and work interchangeably in these tasks as required by production needs and attendance or absence of other workers. The more apt workers could be upgraded as needed into inspection jobs after a period of concentrated training.

With this aim in mind, the study was conducted to determine the best combination of aptitudes and minimum scores to be used as norms in the test battery for the occupation of Assembler, Electrical Accessories II. From a working force of 120 women, a sample of 60 was selected. Three were eliminated from the sample because of age, leaving a final sample of 57 workers.

Careful preliminary preparation, proper sampling, and complete understanding of the requirements in the ratings prevented any problems that might have occurred in the analysis of the data. The supervisors rating the sample were well acquainted with the duties of the workers; their ratings, when statistically correlated with other criteria, rendered favorable predictive results. Based on these results and the job analysis, the Pennsylvania State Employment Service analysts selected and recommended aptitudes and norms which were readily approved for use as a selection aid by the national office.

Subsequently, the new battery was installed in the Germantown local office and used as a selection device for referring workers to this company. Results were significant and the effectiveness of the B–328 Test Battery was evident after a short period of evaluation. Satisfaction with the test battery was expressed by the employer through correspondence with our Bureau as stated by the company's personnel manager: "The test development study undertaken on the job of Assembler, Electrical Accessories II,

(Continued on page 48)

A Simulated Exercise . . .

Pennsylvania Tests the FEUP Plan

By **RAY A. TORQUATO,** ***Assistant to the UC Director***
and* JAMES D. MATHIAS,** ***Informational Representative
Pennsylvania Bureau of Employment Security

THE "Defense Readiness Handbook" issued by the U. S. Department of Labor in discussing the proposed Federal Emergency Unemployment Payments Plan, says:

> With the onset of an emergency, millions of workers will be out of work. Although many areas may be so hard hit that emergency mass welfare will be needed, many others will be able to function in a somewhat normal fashion except for disrupted communications and transportation.
>
> The State obligation to operate its unemployment insurance program will be more important than ever in order to provide financial help to workers awaiting referral to essential jobs in their home localities and to emergency work in other localities. When the solvency of the normal unemployment insurance program is threatened by the unemployment of tremendously large numbers of workers during the emergency, the Governor could suspend the State unemployment insurance program and resort to the Federal plan for financial assistance to members of the work force whose unemployment is attributable to the emergency. . . . This suspension would have the effect of safeguarding the normal unemployment insurance system until after the emergency, while providing an emergency system of financial aid to workers which is integrated with the defense manpower operations in the State.

The FCDA has delegated to the Secretary of Labor the responsibility to "develop and administer, through State systems, a program of financial assistance during periods of idleness under attack or full mobilization conditions." The Secretary of Labor has redelegated this responsibility to the Director of the Bureau of Employment Security.

From programs developed in Operations Alert 1955 and 1956, a tentative plan was developed for testing the emergency program in the 1957 Operation Alert. The purpose of the emergency payments program was to provide income maintenance for workers who, though unemployed, were making themselves available for emergency and other types of work. The payments were to be a means of helping the areas involved return to a full money economy.

The Pennsylvania agency was chosen from Region III to conduct a simulated exercise in connection with Operation Alert 1957 based on the proposed Federal Emergency Unemployment Payments plan.

Certain basic steps would be required for the program to be put into operation. First, the Federal Government would have to announce that a state of emergency exists. Then the Secretary of Labor might announce that the Federal Emergency Unemployment Payments plan is available to the States upon request of the governors and upon the Secretary's approval of such requests. The Secretary, in examining a request, would consider such things as the ability of the peacetime employment security program to meet the emergency needs and the danger of insolvency of the normal program.

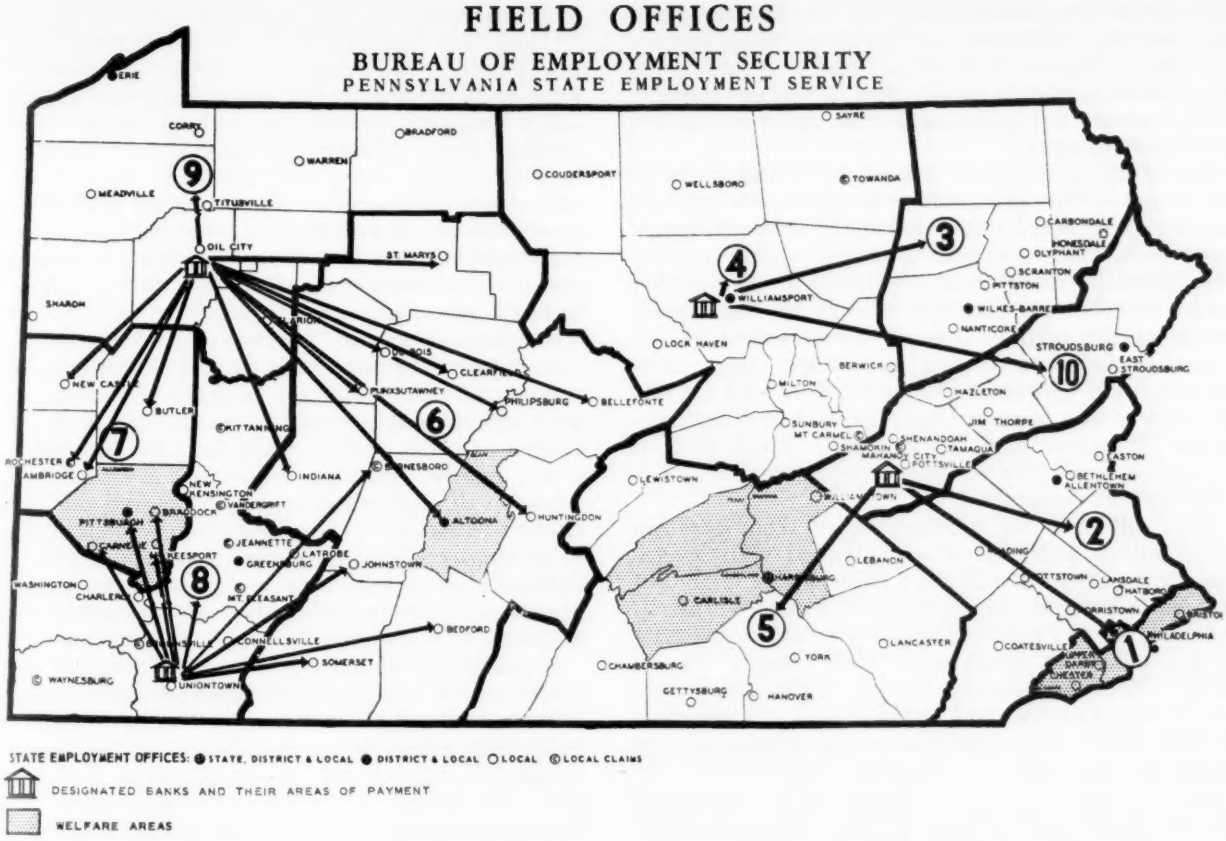
Even when the FEUP program is invoked for a particular State, payments would not be made until certain conditions exist. A money economy must prevail, including, among other things, some choice of goods for sale. Services must be performed for wages in the form of money or other medium of exchange. Also, it is important, under the operations of the manpower recruitment and placement programs, to channel, or to prepare to channel, workers through the job exposure test. Until such time as these conditions exist, food, shelter, and clothing would be handled on welfare principles by welfare agencies.

Since the emergency payments exercise in Pennsylvania was entirely simulated, planning was the essential element. Indeed, the importance of good planning stood out as the main lesson of the exercise. The first step was to prepare a plan of payment. Then a plan of collection had to be worked out. Continued collection of unemployment compensation taxes is necessary in order to build further a financial reserve for post-emergency problems, since FEUP would be eliminated at the end of an emergency period.

Organized on Two Levels

When the payment plan and collection plan have been developed in sufficient detail, an organizational structure can be worked up. This has two levels—primary and secondary, the latter in case the primary organization is knocked out in the attack. The next step is to prepare an emergency recruitment and training program as well as a plan for communicating essential information concerning the main provisions of the program to the public.

On the day of the simulated disaster, the first reports received on the bombings indicated that the counties of Allegheny, Blair, Perry, Dauphin, Cumberland, Philadelphia, Delaware, and part of Bucks were damaged heavily. These areas were in a state of confusion and their economies were disrupted; they were, therefore, considered welfare areas. Since the Pennsylvania situation met the basic criteria, the Governor requested by letter that the State be placed under the FEUP plan, with benefits to be payable in



The shaded areas became "welfare areas" after the simulated attack. Decentralization of FEUP was aided by sending such funds to the four designated banks. Arrows from the banks indicate local offices or Employment Service Districts (large circled numbers) to be serviced by funds in the four banks. An arrow from a bank to a District number means that the bank would service all offices in the District. Where the arrows go into a welfare zone, it indicates that the bank would service the area when it transferred to a money economy. Heavy lines indicate Employment Service District boundaries.

the unbombed areas. An indication of the seriousness of the simulated attack on Pennsylvania is that over 3 million casualties were assumed out of a total population of 10 million.

In addition to describing the economy, the Governor's letter contained estimates covering a 4-week period. Expected claims in the period were given as 800,000. Total estimated cost, including benefits and administration, was $22,735,000. This money was to be distributed in specified amounts to four banks located in Pottsville, Williamsport, Uniontown, and Oil City. These locations were outside the "bombed" areas, but were strategically scattered over the State to serve its various regions.

After the simulated passage of a 15-day period following the attack, labor market analysts advised that money economies existed in all the bombed areas except Allegheny County (Pittsburgh District) and that preparations were being made to transfer a large number of persons from mass welfare to FEUP in the recovering areas. This required additional estimates and a request for a supplemental allocation of $9,634,000 in FEUP aid to take care of the 339,000 estimated claims over a 2-week period in the recovering areas.

In both requests, the claim load over the period was estimated by multiplying the weekly load by the number of weeks and adding a certain percentage of noncovered workers. Administrative costs for the period were figured by totaling the pay of employees engaged in the critical activities, adding the estimated additional payroll needed to handle the increased workload, and then adding 10 percent of the total. Both the benefits and administrative estimates were maximum figures, since it was realized that in reality an emergency situation would probably last more than 4 weeks. Requests could be cut back as experience dictated.

In working up the plan for making payments, simplicity was the first aim. Although a simple payment method would increase the risk of fraud, various controls were instituted to minimize the chance of fraudulent payments. A claimant was required to produce a Federal identification card in the local office when filing for an emergency payment. This card was stamped to prevent filing of a duplicate claim in another office.

After determining eligibility, the interviewer issued the check to the claimant, asking him to sign it to certify that he had met benefit requirements. The

interviewer then countersigned the check, attesting to the claimant's signature and compensable week-ending date. (It must be kept in mind that before the claimant was certified for payment he was put through a job exposure test in the local office by an established manpower group.)

The check, in duplicate, was stamped and the original issued to the claimant; the duplicate was retained as a check register. After the first 2 weeks of operation, the duplicate checks were sent to the central administrative point on a weekly basis. Designated banks transmitted canceled checks to the central administrative point at the end of each month.

District field accounting supervisors from nondisaster areas contacted all local offices making disbursements and arranged for adequate auditing programs to prevent and detect fraud. Local judicial authorities tried in a summary proceeding, all cases of fraudulent claims.

The collection of unemployment compensation contributions and reports was planned with several possible situations in mind, e. g., Harrisburg intact but transportation and communications disrupted; Harrisburg unable to function but district field accounting service offices in touch with their county offices; county Field Accounting Service offices completely cut off from District and Central offices. In any case, the field offices of the Field Accounting Service became responsible for collecting employer contributions and reports and getting them eventually to the designated primary or secondary Central Office. Where possible, experience rating continued to function. However, in the absence of evidence of a reduced rate which could be quickly ascertained, the maximum rate applied.

Recruitment and training of emergency staff raised a number of problems. With recruitment, the problems centered around the number required, sources of emergency employees, and criteria for selection. Without going into too much detail, it is interesting to note that qualified claimants were considered as one source. One selection criterion was along personality lines, since it was recognized that the emergency employees would be working under constant pressure from distraught claimants and would have to work calmly under such pressure. Recruiting for emergency field accounting personnel was through local offices. Training was the responsibility of managers and supervisors and available training kits and materials were used, with modifications necessary to fit the situation.

Simplicity above all else was required in communicating with the public in a disaster situation in order that a confused population could not misunderstand what was required to avail themselves of FEUP which ranged to a $28 weekly maximum. Pattern informational material was prepared for use in an emergency situation through all possible devices and media, including newspapers, radio, television, Conelrad, flyers to be dropped from airplanes, and loudspeakers for announcements from airplanes, cars, helicopters, or in evacuation centers when the transfer from a welfare economy to a money economy was being readied.

It was recognized that some sort of agreement and coordination between local offices and the local welfare agencies would be needed to transfer employables to the local office for possible FEUP when it has been established that a money economy exists. A tentative plan was the use of the last two digits of the Social Security number in scheduling workers for transfer. This would be similar to the present digit system in scheduling the reporting of claimants.

It is emphasized again that the plan worked up by the Pennsylvania agency was tried out under simulated conditions. On paper it seemed to be workable, but in an actual emergency situation it is probable that changes would be necessary.

"The Defense Readiness Handbook"

By LAZARD SEIFF

Defense Readiness Coordinator
Bureau of Employment Security

A FEW weeks before the simulated massive nuclear attack on the United States that signaled the beginning of Operation Alert 1957, the State employment security agencies received their first copies of the DEFENSE READINESS HANDBOOK. The timely release of this publication in June represented a major step in the employment security system's planning for a new kind of operation—an operation in the face of a national catastrophe such as never has been experienced and which we pray will never take place.

World War II, with its "blockbusters"—and even with its Hiroshima-type atom bombs—assumes almost minute proportions when compared to the global devastation which could be wrought by the unleashed fury of today's nuclear weapons. The United States might be subjected to an attack causing millions of deaths and injuries and destroying property and productive capacity valued at billions of dollars.

While our Armed Forces strengthen themselves to prevent such a catastrophe and to retaliate promptly upon any enemy who attacks us, the rest of the Nation must be prepared to withstand the force of such an

attack, to recover from it as soon as possible, and to step up its activities in support of a continuing war program of unprecedented scope.

Here, then, are the extraordinary tasks which the public employment security system will have to do:

1. Reestablish its own operation immediately after an attack;
2. Find the manpower which the civil defense services will need to rescue the trapped, care for the sick and injured, bury the dead, fight fires, restore essential utilities, and clear rubble;
3. Provide unemployment payments for members of the labor force who have lost their work because of the attack, especially where State unemployment insurance systems and facilities are disrupted; and
4. Recruit workers and allocate them to war production and essential civilian activities.

Voluntary Action Preferable

In addition, the employment security system will undoubtedly take on new duties connected with the training of workers for war production; the expansion and improvement of skill utilization; and the provision of incentives to workers to take essential employment, such as reemployment rights to their old jobs, travel and transportation allowances, and needed community facilities in the area of employment, including schools, hospitals, child care, and recreational facilities. All these activities would be carried out in a climate of voluntary action. But if voluntary action should fail to get the job done adequately, the employment security system must be prepared with plans to comply with such other policies as proper authorities may decide on—the imposition of manpower controls or perhaps even more stringent actions.

This picture of employment security operations is the one envisioned by the DEFENSE READINESS HANDBOOK. However, because such assumptions are so radically different from our peacetime backdrop and even from that which prevailed during World War II, the Handbook does not and cannot aspire to be a statement of clearly defined programs or recommended procedures for employment security offices. Even the policies under which the employment security system would operate in a nuclear conflict cannot be conclusively set forth in advance in a document of this type.

Because, in the absence of comparable experience, it is impossible to foresee the effects on our economy and on our daily life of such a background setting, the Handbook cannot serve as a manual of operations setting forth the most effective defense readiness measures which can be taken by a State employment security agency. Rather, as the Bureau of Employment Security pointed out when the booklet was released, its primary purpose is "to call attention to the principal areas of employment security activity in which planning should go forward, and to suggest broad guides for such planning."

The defense-readiness planning which the Handbook emphasizes is aimed primarily at employment security operations during a postattack period—the period of recovery from a large-scale attack upon the continental United States with nuclear weapons. It does not attempt to deal at this time with planning for a long-range program involving manpower mobilization for an extended period of war. However, the type of readiness planning which is pictured in the Handbook should enable a State agency to move, with a minimum of friction, from its role as a manpower and income-maintenance agent during the recovery period to its role as a provider and coordinator of civilian manpower for an extended war program.

ES and Civil Defense Cooperation

In its emphasis on postattack planning, the Handbook deals at some length with the manner in which the State employment security agency cooperates with and serves the State civil defense agency and the several civil defense services (e. g., rescue, health, radiological defense, warden, police, and firefighting) at both the State and the local levels. It contains recommendations for joint planning with the State and local civil defense organizations and encourages the completion of formal employment security-civil defense agreements, both statewide and locally.

One chapter of the Handbook is devoted to administrative planning to insure continued operation of the employment security system during a postattack emergency. It covers such areas as protection of the agency's personnel and property, establishment of chains of command, relocation of offices in target areas and establishment of points of emergency service in attacked localities, arrangements for support and assistance from offices in unattacked areas, and getting the personnel and money needed for operation in the postattack period.

Another chapter deals with methods of determining where and in what skills and numbers manpower will be needed and can be found following an attack. It discusses methods of gathering and reporting labor market information before and after an attack, of taking large-scale evacuations into account in determining labor supply, of finding out the manpower needs of civil defense services in attacked areas, of estimating manpower supplies by sex and occupation, and of establishing and operating labor market and activity reporting programs.

May Require Change in Procedures

The chapter on recruitment, training, and allocation of manpower describes the radical departures from peacetime placement procedures that may be necessary following an attack. It considers methods of preattack planning with civil defense services to understand their functions and the occupations involved. It provides a tentative list of civil defense occupations, each of which either is identified in terms of a DICTIONARY OF OCCUPATIONAL TITLES definition or is defined separately if it is not covered in the DOT.

It describes special recruitment and referral techniques, including modifications of the registration process, that probably would be employed in serving the emergency needs of an attacked area.

The final chapter, dealing with income-maintenance programs for members of the labor force who suffer postattack unemployment, describes methods of operating the State unemployment insurance program under emergency conditions. It identifies basic documents essential to such an operation, and discusses the modifications of procedures, principles, and interpretations which might be necessary in the extraordinary conditions following an attack. It also tells about the proposed Federal Emergency Unemployment Payments plan (FEUP) which has been designed by a committee of Bureau staff members and State agency representatives for possible application where regular unemployment insurance programs are unable to operate adequately.

Operation Alert 1957 gave the Bureau and the State agencies an excellent opportunity to try out many of the principles and practices described in the DEFENSE READINESS HANDBOOK. As a result of this test exercise and of similar exercises in the future, it undoubtedly will be possible to revise the Handbook to reflect more realistically the kinds of situations confronting the employment security system in a postattack emergency, to include program activities not yet covered in the book, and to expand and sharpen the treatment of those activities which are covered. Also, new developments in nuclear warfare, as well as the almost daily growth of knowledge of its potential effects, undoubtedly will give rise to changes in some of the concepts upon which employment security planning must be based. Other revisions in the Handbook will then be needed.

In recognizing this need for modifying the Handbook to reflect constant improvement in employment security planning for disaster operation, the Bureau has asked the State agencies for recommendations growing out of their application of the Handbook and their own individual experiences in defense-readiness planning. Significant advances have been made in such planning, particularly in States where there are progressive civil defense organizations which encourage the active participation of the employment security agencies in the development and testing of their defense-readiness programs. From these employment security agencies particularly, the Bureau solicits recommendations for improvements in the Handbook. In this way all the State agencies will be able to share in the benefits of the best experience at the State and local levels. Thus, we can go forward in our planning for the almost superhuman task that would confront us on that dreadful day which we hope will never come.

Not Just for Operation Alert . . .

Interagency Coordination is a Year-Round Job

By **JOHN E. GROSS**

Director

Region IX, Denver

The EMA referred to in this article is the Emergency Manpower Administration, an agency created for simulated emergency periods.

ONE of the important messages dispatched by our regional office during the 1957 Operation Alert (OPAL) exercise read:

To: All State manpower relos. July 18. OPAL 57. Refer interim agreement 16. EMA Region IX today signed memorandum of understanding with tenth U. S. Civil Service and RFO 5 Selective Service delegating hiring authority to Federal agencies and installations directing them apply nearest local office State manpower for needed personnel and urging recruitment limited to categories not subject Selective Service. EMA RD.

Then, "FLASH, FLASH" from Tenth CSC Suboffice to all Federal agencies:

Please cancel our requests for manpower needs data. Based on memorandum of understanding CSC and EMA please comply with Emergency Manpower order providing first manpower contacts with local EMA.

This monumental memorandum to cooperative effort—like Rome—was not built in a day. Nor, as a great composer once said of his latest masterpiece,

was it written in the few hours of penciled labor. Years of learning and practice went into its composition.

Our memorandum was signed when the need arose out of the confusion of disruptive recruitment following the survival phase of Operation Alert 1957. But the *understanding* was reached many monthly RMC [Regional Mobilization Committee] meetings ago. Who knows when? Perhaps back in February 1957, when the Civil Service director sought and acted upon our advice to rule against a regional program for readiness registration of career Federal employees, agreeing that in a great emergency Federal agencies must rely upon the recruitment facilities of the manpower organization. And Selective Service has been at home at regional, State, and local employment security offices since World War II.

Many other little staccato gems of TWX literature under the pseudonym of "OPAL 57" were inspirations of the scenario with ad libs from everyday relationships. For example, this message from a State CD director:

Permission requested divert Mexican national laborers now being released from northern Colorado sugar beet area to railroad relocation activity outside the Denver bomb area also advise security clearance of nationals. Larsen.

We replied:

Mexican national employment limited agricultural work under international agreement and Public Law 78. However, this emergency if no other labor available you are authorized use them only on voluntary acceptance of jobs offered, condition they be replaced immediately when domestic labor available and those who decline work opportunities be returned to Mexico in accordance with agreement. Meanwhile will request EMA headquarters if communications open seek through proper channels waiver of agricultural work restriction. EMA RD.

But this was no snap decision. We acted upon the advice of the Denver U. S. Attorney who, incidentally, prompted by numerous earlier contacts, had asked us to explain the manpower mobilization program and its interagency implications to a conference of Federal attorneys several weeks before Operation Alert 1957. The U. S. Attorney was not satisfied with simulating regional action. He wished to give us the best of legal advice, as evidenced by the following reply to his top-level inquiry:

Your telegram July 15 regarding request to use Mexican national laborers in nonagricultural pursuits. No treaty with Mexico prohibiting such employment. Only international agreement covering recruitment and conditions employment when being imported as agricultural workers. Negotiations with Mexico appear unnecessary. INS willing join State Department in waivers of documents for Mexican nationals desiring to enter for nonagricultural employment on basis of emergency conditioned on prior security clearance and filing of I–129B petitions by prospective employers.

But all was not sweetness and light in this test exercise. Working *relationships* were excellent—where and when they could be brought into play. Nevertheless, working *knowledge* was still a little thin in spots, even after two annual Alerts and 3 years of preparation. There was again a discouraging (from our viewpoint) flow of unrealistic simulations. Thousands of Civil Defense rescue "teams" once more appeared out of nowhere and were committed everywhere. Trucks and trainloads of food and medical supplies roared out of temporary annihilation, over demolished roads, manned by crews impervious to fallout only because of their nonexistence. Mass feeding "teams" again enjoyed a TWX hey-day, converging from all parts of the country to swell the hungry, homeless populations of hypothetical evacuaction camps.

Our Role at Relocation Center

From our vantage point at our relocation headquarters as neighbors to the Regional Mobilization Committee and a dozen Federal agency relocations—and *because* of the continuing buildup in our interagency relations, we were able to detect and correct some of these cacophonous notes as they crept into OPAL's score. But we were too few, and frequently too preoccupied with our own peccadilloes.

Now, in a very true sense, an Operation Alert should provide a splendid season and fertile ground for the planting and growth of interagency relations—what with common goals, an environment of cooperation and good fellowship, new friends and old, etc. It does just that—for next year's Operation, and even for better performance of year-round activities. However, Operation Alert 1957 was no time for *achieving* interagency coordination. New associates from other agencies working on "relocation" were not really strangers to us, but we were to them. We knew their roles, they were unfamiliar with ours. Too many new recruits in this annual maneuver just didn't get the "word."

This is a constructive criticism which must be pointed at all our hopes for RMC action and Federal agency coordination. Able though they may be, a succession of "alternates" pinch hitting for agency directors at RMC meetings contribute little to the continuity of planning, either for their own agencies or for concerted regional action.

But let us not imply that Operation Alert 1957 was not an *outstanding progressive success* in our region. More agencies staged full-scale demonstrations of their essential functions under emergency conditions, and more understood and used the unsimulated facilities of the manpower agency. The organization and operations of the emergency manpower system were acknowledged as exemplary by actual vote of RMC members.

We had some advantage. Until shortly before OPAL 57, the regional director of the manpower organization was Acting Regional Coordinator for the Office of Defense Mobilization, with many opportunities in meetings and personal contacts to give eloquent and persuasive suggestions on the interdependence of government agencies and of manage-

ment and labor. Our regional "organization," however, was really born under the auspices of Operation Alert 1955.

Upon being invited as "a Federal agency" to observe regional civil defense operations we injected enough manpower questions that FCDA officials were inspired to take new inventory of their resources. For Operation Alert 1956, manpower was written into the FCDA regional office's Manual of Operations as a staff position, manned by manpower agency technitions who again advanced the cause of interagency coordination.

We, and our State agencies, continued to pound at the doors of State and local civil defense directors, making substantial headway in developing joint plans which would bring regional level simulation one step closer to practical readiness at the target area. Meanwhile, the writing of a regional Plan of Operation for the edification and enlightenment of RMA agencies, and our work with the FCDA regional office, the Colorado Department of Employment, and a State Survival Plan Commission in completing the Manpower Annex helped to spread our gospel of getting together. A final inspiration was the distribution to our companion agencies of copies of a description of our regional organization. As a result, many of these agencies were tempted to inspect our relocation operations to see if and how the organization worked. They did—and it did.

Our prescription for progressive smoothing of interagency operations is simply more of the same; but our prediction is that, until the same degree of interest and action is achieved at State and local levels, we and the State employment security agencies will continue to play our leading roles in Operations Alert to an empty theater. That is unproductive, unrewarding, and expensive!

Test Research and the Changing Job

(*Continued from page 41*)

made in our plant has proved most helpful. Where this test has been given in your local office, we have found it most practical and effective. We feel sure that it will help us eliminate expensive turnover conditions in the future."

Meanwhile another company in the Wilkes-Barre District received a contract for the manufacture of electrical equipment, requiring immediate expansion of their work force. An order for 70 electrical assemblers was placed with the Olyphant local office. As the company expansion program continued, this order was gradually increased to 318 openings.

Plans were made by the local office for the expeditious recruitment of workers. The job was analyzed by the district analyst and the B–328 Test Battery for Assembler, Electrical Accessories II, was found appropriate for selection. In addition to installation in the Olyphant local office, the test battery was also extended to the Scranton and Carbondale local offices, since applicants were also being recruited from these areas.

While our recruiting operations were shifting into high gear, community officials, aware of the need for trained workers, solicited the aid of the Department of Public Instruction, the local school districts, and the Pennsylvania State Employment Service in establishing a school for electrical and mechanical assemblers. Instruction and practical job application methods consisted of 120 hours of training for electrical assembler and 64 hours of training for mechanical assembler. All applicants referred to the school were screened and tested by the Pennsylvania State Employment Service.

A summary of Employment Service referral and placement activity from December 1955 to March 1957 revealed the following information:

Applicants tested	652
Referred to training school	507
Graduated from school	470
Referred to employer	470
Hired by employer	318

Officials of this company were well pleased with the screening done by our agency. The manager of industrial relations, in a letter to the Olyphant local office stated, "It would be difficult to try to estimate the savings which we have realized as a result of this program. It suffices to say, however, that because of the test and schooling, we have hired capable and well trained employees."

In the Erie District, this test battery was instrumental in realizing 549 placements through the Erie, Bradford, and Corry local offices. It proved very effective in servicing the needs of five different concerns in the electrical assembly field.

The personnel director of another company, in correspondence with the Bellefonte local office, had this to say about the test battery: "In the past 4 months we have placed 23 test-selected applicants on assembler jobs. All 23 are still on the payroll. Twenty-one are producing at a rate of 120 percent, and a few at a rate of 200 percent. Two are producing between 90 and 97 percent. The normal training period is 6 weeks for assemblers. The average training for the 23 test-selected applicants has been 3 weeks. As you can readily see, the training time has been cut in half. Production has increased and employees are working with greater efficiency and enthusiasm, which is causing good plant morale."

The Pennsylvania State Employment Service's part in assisting one employer with a turnover problem had far reaching effects which were of tremendous benefit to other employers and applicants in other areas of the State. It definitely illustrates the important position Employment Service personnel play in the community and also indicates that excellent cooperation can and will be extended by employer, union, and civic representatives when they are properly informed and made to understand that the Employment Service has a worthwhile service to offer.

U. S. GOVERNMENT PRINTING OFFICE: 1957

IMPROVING THE SKILLS OF THE NATION'S WORK FORCE

National Objectives

- To achieve--through cooperative effort--an adequate, skilled and versatile work force that will:

  Meet current needs and the needs of future economic conditions, technological developments, and national security;

  Increase the job opportunities, earning ability, and security of the individual worker.

- To provide equal opportunity for all qualified individuals to acquire skill--without regard to race, creed, sex, age, or physical handicap.

THE ROLE OF THE DEPARTMENT OF LABOR

I. Find the facts and inform the Nation about the need for trained people

Develop techniques and programs for:

1. Studying the manpower implications of technological developments and long-range trends in the economy.
2. Obtaining more accurate information concerning current and future supply of and demand for skills and their distribution.

Make available information on prospective skill requirements which will aid:

1. Educational institutions, in planning curricula;
2. Parents, teachers, and counselors, in advising youth;
3. Individuals, in considering the choice of an occupation; and
4. Management and labor, in planning training programs.

II. Help people select, prepare for, and obtain the right jobs

Prepare occupational outlook information on major occupations for use in guidance.

Develop occupational requirements data, including classification systems, job guides, and physical demands analyses.

Develop interest check lists, trade and aptitude tests, and techniques for their use in counseling and selection.

Improve and expand counseling, testing, and selective placement services throughout the public employment system.

Provide tools and technical assistance to all organizations and groups concerned with vocational guidance and skill development.

III. Promote more adequate training programs throughout the economy

Encourage labor and management to establish policies, determine requirements, and develop and expand needed training activities.

Promote wider application of the most advanced techniques of training through the development, assembly, and dissemination of the best training materials available.

Encourage the extension and improvement of educational activities, contributing to vocational preparation and industrial training and to meet the technical manpower requirements of the Armed Forces.

Stimulate communities to evaluate their own skill requirements and provide necessary training facilities.

Create in the general public an atmosphere of acceptance of an interest in training.

Coordinate the Department's program in the field of skill improvement with related activities of the Department of Defense; Department of Health, Education, and Welfare; the National Science Foundation; Office of Defense Mobilization; and other Federal Agencies; and encourage the broadening of State government activities dealing with occupational skills.

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EMPLOYMENT SECURITY REVIEW

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UNITED STATES DEPARTMENT OF LABOR
JAMES P. MITCHELL, SECRETARY

Bureau of Employment Security
Robert C. Goodwin, Director

Washington 25, D. C.

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AMVET	American Veterans of World War II
BES	Bureau of Employment Security
BLS	Bureau of Labor Statistics
DAV	Disabled American Veterans
DVR	Division of Vocational Rehabilitation
ES	Employment Service
HEW	Health, Education, and Welfare
IAPES	International Association of Personnel in Employment Security
ILO	International Labour Organisation
OASI	Old-Age and Survivors Insurance
OVR	Office of Vocational Rehabilitation
SEATO	South East Asia Treaty Organization
UCV	Unemployment Compensation for Veterans
UI	Unemployment Insurance
USES	United States Employment Service
VA	Veterans Administration
VER	Veterans Employment Representative

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